DOWNTOWN PARKING STUDY

CITY OF OSHKOSH

OSHKOSH, WISCONSIN

Prepared for:
DEPARTMENT OF COMMUNITY DEVELOPMENT
PLANNING SERVICES DIVISION

JANUARY 26, 2016

WALKER
PARKING CONSULTANTS

TABLE OF CONTENTS

List of Exhibits

EXECUTIVE SUMMARY

The City of Oshkosh, Wisconsin (the "City") engaged Walker Parking Consultants ("Walker") to prepare a comprehensive downtown parking analysis of the City's existing parking conditions. The results will be used to guide future policy and decision-making within the community. This report provides parking planning and operating strategies that embody the philosophy of managing public resources in a way that supports community well-being, community connection, and growing a sense of place. This report aims to address public parking in the context of the larger vision for downtown Oshkosh. Since parking is such a costly asset, the City is carefully considering the need for additional parking and opportunities to maximize use of current parking assets. In addition, the City is looking to implement new policies and practices that better align parking services with community expectations.

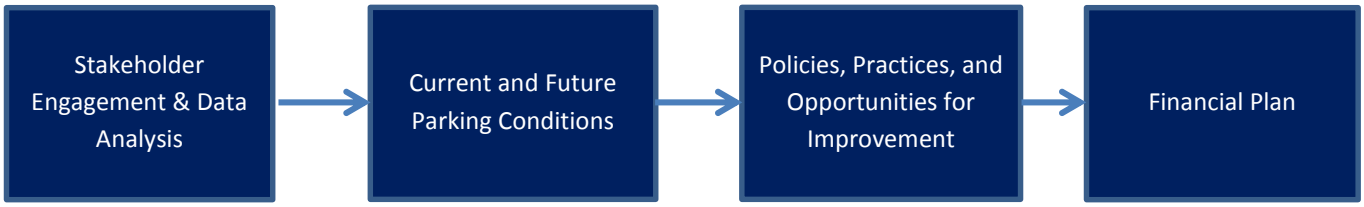
Public parking plans should not lead community development; rather the broader community goals for the downtown should be supported by any proposed parking strategy. With that in mind, the parking strategy should serve as a tool to help ensure downtown success and embody the following guiding principles:

- Maintain the small town, walkable form that has evolved over decades of purposeful planning.
- Support for a park once, pedestrian friendly vision that improves connectivity for visitors, residents and employees.
- Provide a customer-friendly experience for visitors, residents and employees centered on convenience, access and fairness.
- Continue to help facilitate and encourage a diverse economy.
- Maintain a responsibility to optimize public investment in parking infrastructure.

PROJECT APPROACH

Walker understands that public parking issues cut across various departments and policy fields and real solutions require collaboration. Our approach includes public engagement, plus the evaluation of current and future parking conditions, alternative development options, parking policies and practices, and financial considerations. While the technical parking analysis provides measurable decision points for City leaders to consider, public engagement can produce the collaboration and alignment required for effective policy design and implementation strategy. The project approach is further defined in the following exhibit.

Project Approach



- Review current parking operations and market conditions
- Meet with stakeholders to more clearly understand the vision for downtown parking
- Listen to suggestions for improving parking
- Review previous planning reports
- Review public parking financial documents
- Review proposed development concepts and plans for additional downtown growth

- Review current parking operations and market conditions
- Document parking inventory for 28-block study area

  Document and evaluate peak weekday parking occupancy
- Determine current parking adequacy
- Evaluate proposed future redevelopments and project parking needs
- Determine future parking adequacy

- Identify on- and off-street parking policy improvements
- Evaluate on and off-street parking pay station equipment and opportunities for improvement
- Evaluate parking regulations and opportunities for market alignment
- Identify opportunities to enhance the delivery of parking services and support economic development

- Provide guidelines for optimizing system financial performance
- Estimate probable costs and annual debt service associated with system improvements

STAKEHOLDER ENGAGEMENT PROCESS AND FEEDBACK

Walker representatives facilitated a key stakeholder meeting on the afternoon of Wednesday, August 12th and subsequently met or teleconferenced with additional local stakeholders unable to attend the initial meeting. In total, Walker met with forty informed stakeholders to discuss ideas and recommendations for enhancing the public parking system. The meetings included a diverse representation of downtown stakeholders with unique interest and perceptions. The common themes shared by the stakeholders are summarized in the following exhibit, by subject and not in any priority order.

SUMMARY OF STAKEHOLDER FEEDBACK

Several recurring and key components were identified amidst the list of comments shared in the group session and individual stakeholder meetings. Of greatest significance, "the parking system needs uniform rules and signage to reduce the amount of confusion with employees and visitors. A win for the parking system would be to reduce the amount of complaints from the business owners."

Several of the downtown stakeholders also felt, "Oshkosh needs to build a ramp to accommodate weekend parking demand from the Oshkosh Convention Center and the Best Western Hotel." And lastly, Walker heard "charging a fee for parking downtown would chase small business customers away to suburban big box retailers."

The following provides a summary of common themes shared by stakeholders in no specific order:

Common Themes Shared by Stakeholders	
1	Oshkosh does not have a shortage of parking spaces. We need to know if we are efficiently utilizing our inventory.
2	Any downtown parking plan should maximize the use of existing parking resources before investing in new and costly parking ramps.
3	Oshkosh needs to build a ramp to accommodate weekend parking demand from the Oshkosh Convention Center and the Best Western Hotel
4	Charging a fee for parking downtown would chase small business customers away to suburban big box retailers.
5	Oshkosh should create employee parking lots during the business day and keep prime visitor lots open for retail and restaurant patrons
6	60% to 70% of business owners and their employees are getting cited for parking beyond the posted time limits as opposed to visitors. Employees are a big part of the problem.
7	The parking system needs uniform rules and signage to reduce the amount of confusion with employees and visitors. A win for the parking system would be to reduce the amount of complaints from the business owners.
8	Having no enforcement limits on Saturday works well for the Farmer's Market. Attendees spend 2-4 hours shopping, dining and visiting the downtown area.
9	Develop special event parking strategies for small, medium and large events. Communicate these strategies with the community and coordinate implementation with downtown businesses, venues and government agencies.
10	Any walking distance beyond a two block walk is too far to walk from parking to destination. Locals complain about it and prefer not to do it.

The ideas for improving the Public Parking System were overwhelmingly positive and constructive with considerations for the overall well-being of the downtown community. However, to the extent that concerns or issues were raised, we attempt to address these within this report.

STUDY AREA

Current parking conditions are evaluated for the geographical area generally bound by Parkway Avenue to the north; the Fox River to the south; Broad and Court Street to the east; and Jackson Street to the west (map on page 2). This 28-block area represents the defined study area determined by the City of Oshkosh.

CURRENT PARKING CONDITION

- **4,860±** parking spaces are located within the 28-block study area
- **987±** parking spaces **(20%)** are privately owned and operated with limited public access
- **1,500±** parking spaces **(31%)** are owned and operated by the City Center with limited public access
- **1,774±** parking spaces **(37%)** are publically owned and or operated with public access
- **599±** parking spaces **(12%)** are located on-street

Parking Supply Allocation

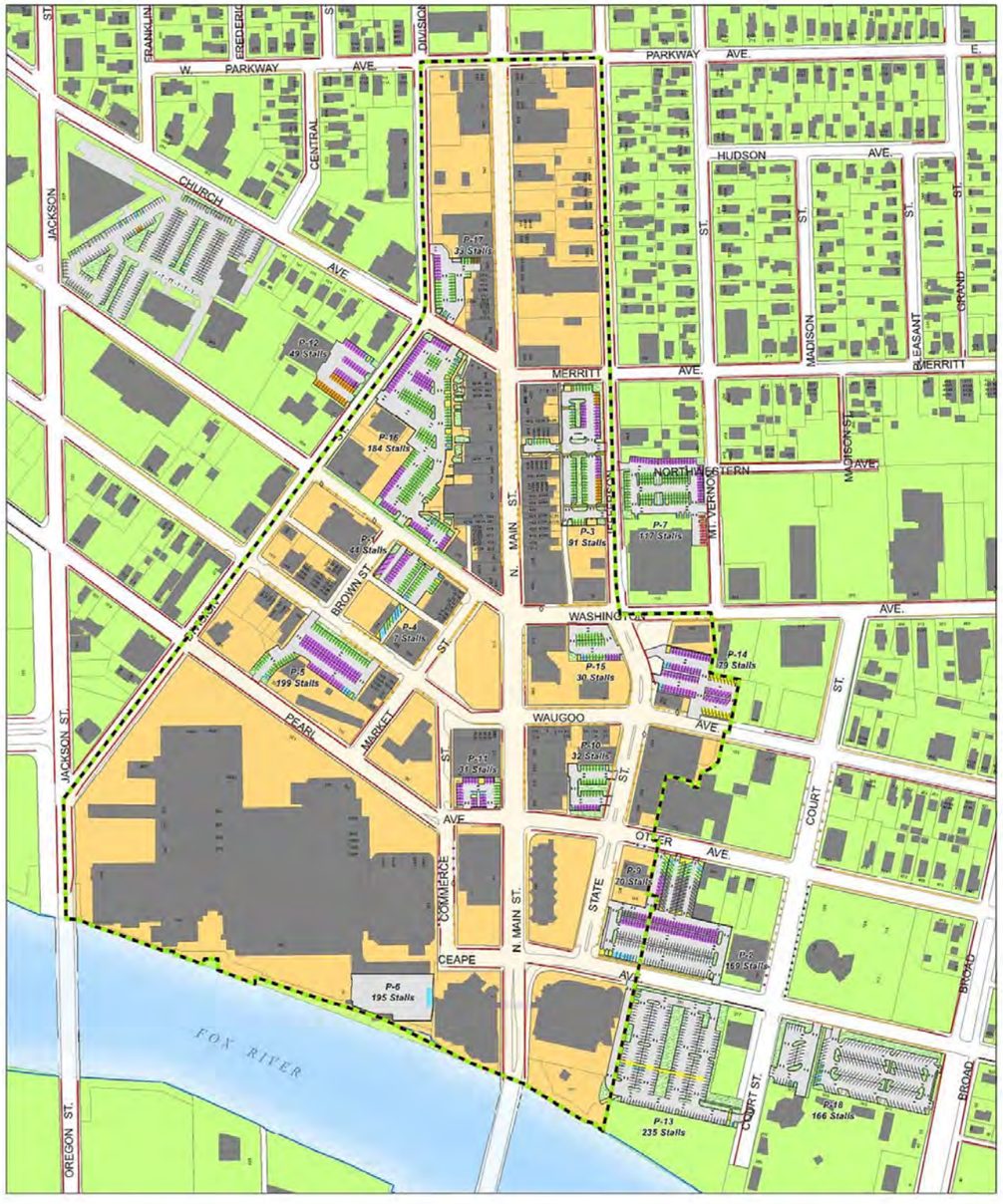
- The City controls 49% of the downtown parking supply (Public Off-Street + On-Street).
- City Center controls 31% of the downtown parking supply.
- The distribution of parking supply by accessibility (public vs. private) is within reasonable standards when compared to similar size cities.
- Perceptions of downtown parking adequacy, organization, and safety are based on both public and private parking facilities.

Source: Walker Parking Consultants 2015
Note "Public "off-street parking includes all city-owned lots and the Best Western hotel ramp.

PUBLIC PARKING LOCATIONS

The City owns and operates seventeen (17) public parking lots (1,579 spaces) located in downtown Oshkosh. In addition to these locations, the City lists the hotel ramp (195 spaces) as available public parking under the downtown public parking inventory. The capacity and general description of each parking location is provided in the following exhibit.

Downtown Oshkosh Public Parking



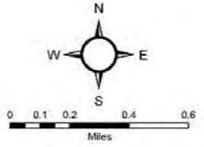
LOT	# STALLS	2HR	4HR	90 MIN	Leased	Permit	Reserved	Handicap	Restricted	24HR	Unrestricted	
P-01 ALGOMA	44	27				15		2				
P-02 CEAPE	169				5	63		6			95	
P-03 JEFFERSON	91	48				26	12	5				
P-04 GRAND	7	3						4				
P-05 HIGH AVE	99	39				56		4				
P-06 HOTEL RAMP	195							6		189		
P-07 LIBRARY	117	65				36		6	10			
	0											
P-09 OTTER EAST	70	17			42	8		3				
P-10 OTTER	32	22				8		2				
P-11 PEARL	31	7				22		2				
P-12 REC. GYM	49				26		21	2				
P-13 RIVERSIDE PARK	235							7			228	
P-14 STATE	79			15		61		3				
P-15 WASHINGTON	30	23				5		2				
P-16 400 BLOCK WEST	184	108				70		6				
P-17 DIVISION STREET	33	23				8		2				
P-18 RIVERSIDE PARK EAST	166							7			159	
TOTALS	1631	382	0	15	73	378	33	69	10	189	482	0

Lines represent stretches where parking is permitted. Squares represent individual parking spots

- 5 Minute Unmetered
- 10 Minute Unmetered
- 15 Minute Unmetered
- 30 Minute Unmetered
- 1 Hour Unmetered
- 90 Minute Unmetered
- 2 Hour Unmetered
- 4 Hour Unmetered
- No Parking Anytime
- Restrictions - See Code
- Loading
- Unrestricted

- 2 Hour
- 4 Hour
- 90 Minute
- 90 Minute
- Leased
- Permit
- Reserved
- Restricted
- Unrestricted
- Handicap

BID Boundary



Source: City of Oshkosh 2015

CURRENT PARKING ADEQUACY

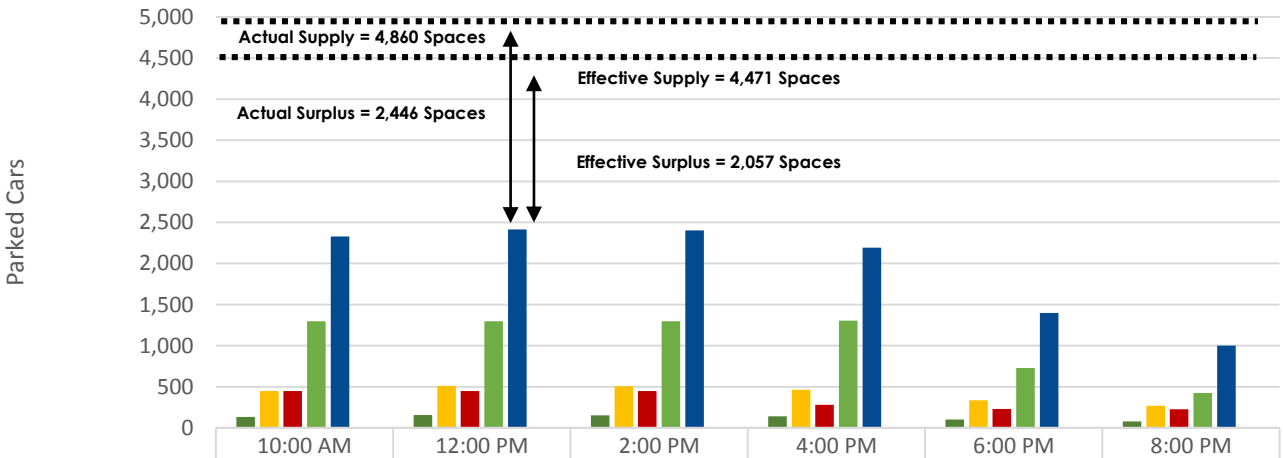
- Weekday peak parking conditions at 12:00 pm on Thursday
  49% occupancy or **2,414± parked vehicles**
  2,446± unoccupied parking spaces

- Weekday evening parking conditions at 8:00 pm on Thursday
  20% occupancy or **1,001± parked vehicles**
  3,859± unoccupied parking spaces

- **29%** peak Public Off-Street occupancy = **1,261±** unoccupied spaces
  45% peak Private Off-Street occupancy = **540±** unoccupied spaces
  87% peak City Center occupancy = **201±** unoccupied spaces
  26% peak On-street occupancy = **444±** unoccupied spaces

The documented parking occupancy is presented in the following exhibit.

Current Parking Supply Adequacy



	10:00 AM	12:00 PM	2:00 PM	4:00 PM	6:00 PM	8:00 PM
On Street	134	155	152	140	103	81
Off-Street Public	448	513	506	465	337	270
Off-Street Private	447	447	449	281	230	226
City Center	1,299	1,299	1,297	1,305	728	424
Total	2,328	2,414	2,404	2,191	1,398	1,001
Occupancy %	47%	49%	48%	44%	28%	20%

Source: Walker Parking Consultants
Note: Weather conditions during the observation period were Fair with a high of 73°F and low of 59 °F.

Definition: Effective Supply is the maximum number of parking spaces that can realistically be used within a given parking system.

FUTURE PARKING CONDITIONS

The methodology for assessing the future parking conditions in downtown Oshkosh incorporates assumptions with regard to future market conditions, local redevelopment plans, and the financial impact of constructing a public parking ramp. At this time, there are several possible redevelopment options under consideration by the Oshkosh community. While public parking is an important consideration for all the future development options, public parking plans should not lead community development decisions. Rather, the broader community goals and plans for downtown should be supported by any proposed parking strategy. Therefore, to prepare the City with information on parking options that respond to possible future development, this planning study includes future market assumptions organized into five (5) scenarios. The purpose for evaluating future parking needs through the lens of multiple scenarios is to provide the City with a frame of reference for determining possible outcomes. A description of each scenario is presented in the following exhibit.

Future Parking Condition Scenarios

Scenario 1	Scenario 2	Scenario 3	Scenario 4	Scenario 5
Base Conditions • Current Parking Conditions (As Is) • No organic market growth **Potential New Sources of Demand** • No historic Washington Building Redevelopment • No First National Bank Building Redevelopment • No Kline Building Redevelopment • No Daily Northwestern Building Redevelopment • No City Center Building Tenant Expansion	**Base Conditions** • Current Parking Conditions (As Is) • Organic market growth of 10% **Potential New Sources of Demand** • Historic Washington Building Redevelopment 29,100 SF • First National Bank Building Redevelopment 19,075 SF	**Base Conditions** • Current Parking Conditions (As Is) • Organic market growth of 10% **Potential New Sources of Demand** • Kline Building Redevelopment 31,000 SF • Historic Washington Building Redevelopment 29,100 SF • First National Bank Building Redevelopment 19,075 SF	**Base Conditions** • Current Parking Conditions (As Is) • Organic market growth of 10% **Potential New Sources of Demand** • The Daily Northwestern Building Redevelopment 46,080 SF • Kline Building Redevelopment 31,000 SF • Historic Washington Building Redevelopment 29,100 SF • First National Bank Building Redevelopment 19,075 SF	**Base Conditions** • Current Parking Conditions (As Is) • Organic market growth of 10% **Potential New Sources of Demand** • City Center Building Redevelopment and Tenant Expansion • The Daily Northwestern Building Redevelopment 46,080 SF • Kline Building Redevelopment 31,000 SF • Historic Washington Building Redevelopment 29,100 SF • First National Bank Building Redevelopment 19,075 SF

Source: City of Oshkosh and Individual Property Managers and Owner

A comparative summary of the future parking adequacy by scenario is presented in the following section.

FUTURE PARKING ADEQUACY

While an overall parking surplus in the study area is projected for each planning scenario, there are areas that will likely experience parking challenges. To assess parking adequacy in localized areas, the study area is divided into five (5) zones (A, B, C, D, and E).

A comparative summary of the future parking adequacy by scenario is presented in the following exhibit.

Summary of Future Parking Adequacy by Scenario

Future Parking Assumptions	Future Parking Planning Scenarios 1	2	3	4	5
BASE PARKING DEMAND					
Current Parking Conditions "As Is"	x	x	x	x	x
Organic Growth in Parking Demand (10%)		x	x	x	x
CHANGES TO CURRENT PARKING SUPPLY					
Addition of Anchor Bank Parcel		x	x	x	x
Addition of Daily Northwestern surface lot				x	x
NEW PARKING DEMAND					
Historic Washington Building (105 Washington Ave.)		x	x	x	x
First National Bank Building (404 North Main)		x	x	x	x
Kline Building (217 North Main)			x	x	x
Daily Northwestern Building (224 State Street)				x	x
City Center Building (334 City Center)					x

FUTURE PARKING PLANNING SCENARIOS

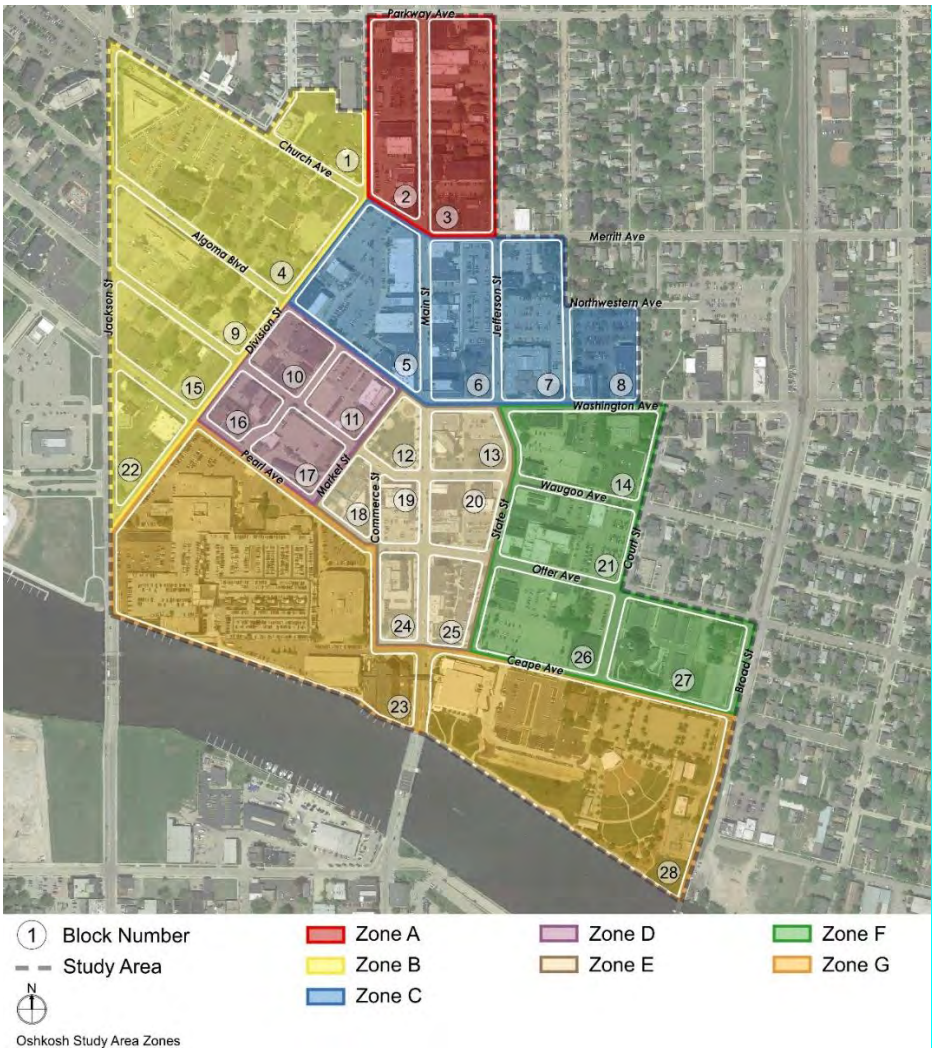
PROJECTED PARKING ADEQUACY

			%		%		%		%		%
	Supply	**1**	**Avail**	**2**	**Avail**	**3**	**Avail**	**4**	**Avail**	**5**	**Avail**
Zone A	208	68	33%	54	26%	54	26%	54	26%	54	26%
Zone B	612	455	74%	439	72%	439	72%	439	72%	439	72%
Zone C	643	247	38%	229	36%	229	36%	229	36%	229	36%
Zone D	274	223	81%	218	80%	115	42%	115	42%	115	42%
Zone E	247	148	60%	138	56%	138	56%	138	56%	138	56%
Zone F	780	549	70%	453	58%	453	58%	327	42%	249	32%
Zone G	2096	741	35%	294	14%	294	14%	294	14%	151	7%
TOTAL SURPLUS (DEFICIT)	**4860**	**2,431**	50%	**1,825**	38%	**1,722**	35%	**1,596**	33%	**1,376**	28%

Scenarios defined by the City of Oshkosh

In the following exhibit, a map of the study area with zones is provided to help illustrate future parking adequacy.

Future Parking Adequacy by Zone



Oshkosh Study Area Zones

FUTURE PARKING PLANNING SCENARIOS PROJECTED PARKING ADEQUACY											
			%		%		%		%		%
	Supply	**1**	**Avail**	**2**	**Avail**	**3**	**Avail**	**4**	**Avail**	**5**	**Avail**
Zone A	208	68	33%	54	26%	54	26%	54	26%	54	26%
Zone B	612	455	74%	439	72%	439	72%	439	72%	439	72%
Zone C	643	247	38%	229	36%	229	36%	229	36%	229	36%
Zone D	274	223	81%	218	80%	115	42%	115	42%	115	42%
Zone E	247	148	60%	138	56%	138	56%	138	56%	138	56%
Zone F	780	549	70%	453	58%	453	58%	327	42%	249	32%
Zone G	2096	741	35%	294	14%	294	14%	294	14%	151	7%
TOTAL SURPLUS (DEFICIT)	**4860**	**2,431**	50%	**1,825**	38%	**1,722**	35%	**1,596**	33%	**1,376**	28%

Source; Walker Parking Consultants

POLICIES, PRACTICES AND OPPORTUNITIES FOR IMPROVEMENT

Prior to developing any new public parking in downtown Oshkosh, Walker recommends the City consider changes to current policies and practices. The proposed changes are intended to help improve the overall delivery of parking services. These recommendations are based on input from stakeholders directly impacted by public parking policy and practices. In addition, the recommendations reflect Walker's analysis of current and future parking conditions, and assessment of current operations. The recommendations are organized and presented in the following categories:

- **Demand Management** - There are areas within each zone that temporarily experience high levels of demand that strain local parking supply, while at the same time nearby areas experience a parking surplus. Even though available supply may exist within one or two blocks, these localized "hot spots" form perceptions that parking supply is inadequate.

- **Brand and Sign Package Program** - Walker recommends the concept of branding public parking locations with attractive entry signs that display the owner's logo, street address, hours of operation, and contact information. Providing a standard look for public parking will greatly reduce first-time visitor and patron anxiety when determining suitable locations for short-term parking.

- **Enforcement** - Walker recommends that the City adopt a hospitality-based compliance program for the Downtown area as used successfully in many other cities across the United States. In addition to the hospitality oriented nature of the program, Parking Ambassadors are still required to enforce parking regulations.

- **Planning -** Many communities are rethinking how best to address the challenges of parking and are pursuing management solutions before committing to long-term capital investments. This course of action is proven to improve perceptions and increase access to available supply.

- **Technology** - Proven technology advancements in the parking industry can improve the patron experience and financial performance of a public parking system. Outcomes often include more efficient use of public assets, a higher level of customer service, and reduced direct labor costs.

- **Financial Solvency** – The Parking Utility Fund is intended to be financially solvent as an independent operating unit. The Utility Fund is currently receiving subsidies from the General Fund, BID, and TIF #10 to pay for associated expenditures. If the Utility maintains an insolvent financial position the quality of parking services provided to the community may decline and potentially impede access to downtown businesses and events.

As new developments enter the downtown market, public parking needs will change and the City should be prepared to address how best to accommodate this additional growth - spatially, operationally and financially. Future parking improvements should focus on enhancing the overall delivery of parking services to the downtown community.

Walker prepared an evaluation of the current and future financial position of the Parking Utility Fund to identify opportunities to transition the Fund to a financially solvent operation. Three financial cases are represented in this report: 1) Current or as-is conditions, 2) Pricing strategy for on-street parking only, and 3) Pricing strategy for the total parking system. The summarized results are presented below:

Case 1: Current Operating Conditions
Results:

- Requires continued subsidies from the City's General Fund, the Business Improvement District (BID), and the Tax Increment Financing (TIF) District #10 which ends the year 2020.
- No new parking supply
- Minimal capital improvements
- Goal to maintain current conditions

Case 2: Pricing Strategy for On-Street Parking Only
Results:

- Elimination of subsidies from the City's General Fund, the Business Improvement District (BID), and the Tax Increment Financing (TIF) District #10.
- Managed on-street parking demand through the use of multi-space meters.
- Opportunity to reinvest Parking Utility revenue back into the community

Case 3: Pricing Strategy for On- and Off-street Public Parking System
Results:

- Elimination of subsidies from the City's General Fund, the Business Improvement District (BID), and Tax Increment Financing (TIF) District #10.
- Improved ability to proactively manage demand.
- Opportunities to reinvest Parking Utility revenue back into the community.
- Opportunity for the Parking Utility to fund a future parking ramp project.

PROPOSED PARKING RAMP SITES

While current typical parking conditions do not warrant construction of a new parking ramp, we recognize that some stakeholders believe a ramp is desired. In response to this desire, Walker researched information on suitable development sites for a multi-story ramp. The sites are listed in no particular order on the map below and have been identified based on their central location to the downtown area and their ability to satisfy the demand needs identified in nearby zones. Three of the sites identified are located on City owned land, where surface parking inventory exists today. The fourth site requires the purchase and demolition of an existing privately-owned building coupled with land acquisition costs. Lastly, the fifth site involves expansion of the existing City Center ramp.

1. **High Avenue surface lot** – Development of this 99-spaced surface lot would support the expansion needs of City Center tenants, both today and in the future should City Center expand the third floor above the 4Imprint tenant space. Development of this site would also serve the Grand Opera House patron parking needs.

2. **Kline Building –** Most likely the most expensive site to develop into a parking ramp, however the most practical to serve the parking demands from all zones within the study area. With its central location to downtown, this location would support the "park once" campaign suggesting a central location for all visitors to park and walk just two blocks to most destinations in downtown.

3. **Ceape surface lot –** Similar to the High Avenue surface lot, this site would serve the downtown office tenant expansion and meet the seasonal, special event parking demand specific to destinations in Zone G. During non-special event seasons, this ramp would serve daytime office parking inventory.

4. **Jefferson Street surface lot –** Solely for the benefit of Main Street destinations in the 400 and 500 block of North Main, this location would meet the short-term visitor demands in the downtown area as well as offer an overnight parking options for nearby residents. Walker believes the location of this site would not benefit office tenant expansion nearly as significant as the other sites.

5. **City Center parking ramp expansion –** Upon meeting with City Center management staff, Walker learned the City Center parking ramp has the capability of adding construction for approximately ±90 parking stalls. The additional spaces would be gained by extending the 3rd floor parking level over the existing uncovered 2nd floor parking level.

A reasonable conceptual estimate of project cost for a 400-space, above grade parking ramp is $7.2 million ($18,000 per space, 400 spaces).

Annual operating expenses are estimated at approximately $600 per space or about $240,000±.

An annual capital repair and maintenance budget set-aside in a sinking fund is recommended at a minimum of $60 per space or about $24,000 per year.

CONCLUSIONS AND RECOMMENDATIONS

1. The current peak weekday parking demand in downtown Oshkosh does not exceed the current supply. Approximately 49% of the current parking supply is occupied during peak weekday conditions (2,414± parked vehicles). Conversely, there are approximately 2,446± unoccupied parking spaces during peak weekday conditions. Development of a new public parking structure in downtown Oshkosh is not recommended at this time.

2. A future parking surplus is projected to occur under each of the five potential downtown development scenarios. The surplus of unoccupied parking supply is projected to range between 2,431± spaces for Scenario 1 and 1,376± spaces for Scenario 5.

3. Based on current data and future development scenarios analyzed by Walker, a new parking ramp is not needed to support current or future parking demand in downtown Oshkosh.

4. While an overall surplus of parking exists today, and a surplus is projected under future development scenarios, there are localized areas with more intense demand patterns that can be addressed through parking management practices.

5. It is recommended that the City of Oshkosh invest in informing the community on downtown public parking options through the development and implementation of a sign/wayfinding program, community outreach efforts, and public parking branding strategy.

6. To more effectively manage the use of public parking resources in downtown Oshkosh, it is recommended that the City implement an on-street paid parking system in the core area of downtown. A primary goal of the public parking system is to provide access to downtown destinations and events. By value pricing the core on-street supply and offering free off-street and peripheral on-street parking, the City can use price as a tool to redistribute parking demand and maximize the use of existing resources. Downtown patrons and employees would be provided a range of parking products to choose from that best align with personal preferences.

7. While current typical parking conditions do not warrant the construction of a new parking ramp, we recognize that some stakeholders believe a ramp is desired. The preliminary estimate of conceptual cost for a 400-space parking ramp is $7.2 million. The Parking Fund, under current policies and practices, would be unable to support the annual debt service payment, operating expenses, and capital repair and maintenance associated with the public parking ramp. Three potential funding options are presented:

FUNDING OPTION: 1

- Parking Fund Operating Policy: Subsidy model with no or low-fee permit parking system
- Funding Source: General Obligation Bonds serviced by the General Fund
- Considerations: Funding contingent upon City funding priorities and overall debt capacity
- Annual Operating Expenses: Sources include Parking Fund, BID and General Fund
- Annual Capital Expenses: Source includes General Fund

FUNDING OPTION: 2

- Parking Fund Operating Policy: Solvency model with value priced parking system
- Funding Source: General Parking Revenue Bonds backed by Parking Fund and General Fund
- Considerations: Parking Fund to issue debt and mitigate impact on City debt capacity
- Annual Operating Expenses: Source includes operating revenue from Parking Fund
- Annual Capital Expenses: Source includes operating revenue from Parking Fund

FUNDING OPTION: 3

- Parking Fund Operating Policy: Solvency model with value priced parking system
- Funding Source: Private Investment (Public Private Partnership)
- Considerations: Private finance, design, build, lease agreement with City
  No impact to City debt capacity
  Annual lease paid by Parking Fund (permits, on-street, citations)
- Annual Operating Expenses: Included with annual lease paid by Parking Fund
- Annual Capital Expenses: Private Investment Partner(s)

It is recommended that the City pursue a long-term strategy to fund current and future parking improvements through the implementation of Funding Option 2.

INTRODUCTION

The City of Oshkosh is in the midst of planning for its future economic development and growth. As part of its planning effort, Oshkosh engaged Walker Parking Consultants to conduct a parking study and develop a strategic parking plan for its downtown. The strategic parking plan would serve as reference material for a comprehensive planning effort that the city also envisions, and provide the city with a roadmap to address parking-related challenges.

An Oshkosh Area Community Foundation-sponsored survey entitled Oshkosh Vision Survey reported on resident opinions regarding the future of Oshkosh. The foundation's website states, "Results showed that the overwhelming majority of residents want to see Oshkosh better utilize its waterfront, allocate more green space, create bicycle-friendly streets, and emphasize downtown redevelopment. More than 90 percent of the survey respondents said community development should be focused in the downtown area."

The Oshkosh Convention and Visitors Bureau is working toward bringing additional visitors to the city to attend meetings and support tourism. The number of visitors to Winnebago County reportedly increased by 5.6 percent in 2013. The CVB has organized a lineup of recreational and athletic events, coupled with business meetings and conventions, creating additional demand for visitor parking. When parking is "done right," it can be used as a tool to help encourage visitors to return to the county and Oshkosh, in particular.

Although not located within the Central Business District, the University Wisconsin-Oshkosh campus is a significant driver of downtown parking activity as it generates visits from students, faculty, staff, and campus visitors, many of who need a parking space to access the CBD. The University of Wisconsin's Growth Agenda goal is to grow the Oshkosh campus from about 12,500 students today to 16,000 students by 2020.

In addition to some spaces that are available for lease, the City generally offers two types of parking – permit parking intended for use by longer-term patrons and free parking that is available at spaces with 90-minute or two-hour durations. The City sells permits for $20 per month and $220 per year.

PROJECT UNDERSTANDING

Walker understands Oshkosh's goals for the parking study and strategic parking plan are summarized as follows:

- To elicit input from residents and community leaders and gain the collective community support that is so vital to the successful implementation of plans;
- To develop and implement a plan that can improve downtown conditions;

- To better understand existing and future parking supply and demand conditions and locations where parking capacity is an issue;

- To identify alternatives for addressing parking challenges, including the optimization of existing parking resources, the use of technologies that enhance user-friendliness of parking, and identification of options to increase parking capacity, and the potential for reducing parking demand through alternatives to the single occupant vehicle;

- To review and develop a plan improving existing parking policies and practices; and

- To develop a financial plan that could be implemented as a method of funding future parking-related improvements.

SCOPE OF SERVICES

Based on the RFP, Walker understands the City's scope of services is generally organized into the following key elements:

- Stakeholder Input
- Assessment of Current Parking System Utilization
- Supply/Demand Analysis and Projection of Future Needs
- Development of Potential Solutions
- Evaluation of Parking Policy and the Municipal Parking Program
- Recommendations and Financial Plan for Meeting Future Needs
- Final Presentation

STUDY AREA

The study area is defined for the purpose of this analysis as the geographical area generally bound by Parkway Avenue to the north; the Fox River to the south; Jackson Street to the west; and Jefferson Street, Court Street and Broad Street to the east. The 28-block study area includes the City Center Mall, an 800,000 SF regional shopping center that was originally built in the 1970s and since has been renamed City Center and partially redeveloped into office space and specialty shops. Presently the facility advertises 513,000 SF of useable office and retail space.

In addition to the City Center, the study area includes the administrative offices of the Winnebago County Health Department, the Winnebago County Department of Human Services, the 18,500 square foot Oshkosh Convention Center and the Leach Amphitheater offering a 7,500 person capacity. Central to the study area, North Main Street, also U.S. 45, is a major arterial that contains a number of shops and offices located in historic buildings. This configuration encompasses the wide variety of land uses and captures the unique parking characteristics within downtown Oshkosh.

The study area is presented in the following exhibit.

Exhibit 1: Study Area

Source: Study Area provided by the City of Oshkosh; exhibit prepared by Walker Parking Consultants

STAKEHOLDER ENGAGEMENT

Walker representatives facilitated a key stakeholder meeting on the afternoon of Wednesday, August 12th and subsequently met or teleconferenced with additional local stakeholders unable to attend the initial meeting. In total, Walker met with forty informed stakeholders to discuss ideas and recommendations for enhancing the public parking system. The meetings included a diverse representation of downtown stakeholders with unique interest and perceptions. The common themes shared by the stakeholders are summarized in the following exhibit, by subject and not in any priority order.

SUMMARY OF STAKEHOLDER FEEDBACK

Several recurring and key components were identified amidst the list of comments shared in the group session and individual stakeholder meetings. Of greatest significance, "the parking system needs uniform rules and signage to reduce the amount of confusion with employees and visitors. A win for the parking system would be to reduce the amount of complaints from the business owners."

Several of the downtown stakeholders also felt, "Oshkosh needs to build a ramp to accommodate weekend parking demand from the Oshkosh Convention Center and the Best Western Hotel." And lastly, Walker heard "charging a fee for parking downtown would chase small business customers away to suburban big box retailers."

The following exhibit provides a list of detailed comments provided in no specific order other than labeled by type:

Exhibit 2: Summary of Stakeholder Feedback

	Subject	Comment
1	Connectivity / Walkability	Any walking distance beyond a two block walk is too far to walk from parking to destination. Locals complain about it and prefer not to do it.
2	Connectivity / Walkability	The core downtown business buildings are too far apart. Downtown is not a walkable district as businesses are too fragmented.
3	Public Investment	Any downtown parking plan should maximize the use of existing parking resources before investing in new and costly parking ramps.
4	Public Investment	The City should explore opportunities for public/private partnerships and the integration of mixed uses if considering building a new parking ramps.
5	Parking Adequacy	People often form perceptions that parking is inadequate based on special event conditions or on-street parking conditions in a limited geographic area (1 block). These perceptions do not align with actual parking availability in the downtown area.
6	Parking Adequacy	When the 176 room Best Western Hotel is at capacity, there is no room left in the adjacent parking ramp for use of 18,000 SF of banquet and meeting space as well as parking for the Ground Round restaurant.
7	Parking Adequacy	Oshkosh does not have a shortage of parking spaces. We need to know if we are efficiently utilizing our inventory.
8	Parking Adequacy	The 400 Block West Lot is underutilized in the evening hours. The parking program should be better managed to encourage the use of this parking lot.
9	Off-Street Ramp	Oshkosh needs to knock down the existing ramp attached to the Best Western Hotel and construct a more user friendly ramp with more spaces on the same footprint.
10	Off-Street Ramp	Oshkosh needs to build a ramp to accommodate weekend parking demand from the Oshkosh Convention Center and the Best Western Hotel
11	Off-Street Ramp	Will the City Center share parking inventory on the weekends?
12	Off-Street Lots	The Washington Lot and State Lot are almost always full because authorized permit holders are not parking in their assigned permit spaces.
13	Off-Street Lots	Eliminate the daily parking permit as no one hardly uses it. I didn't even know it existed.
14	Off-Street Lots	Eliminate permit and reserved parking spaces in surface lots with limited inventory.
15	Off-Street Lots	During lengthy snow season surface lot parking inventory becomes affected by large snow piles displacing available parking inventory in the lots.
16	Off-Street Lots	The Anchor Bank property should be purchased and developed for additional parking inventory.
17	Off- Street Lots	Creating 4-hour limit parking spaces would limit turnover and negatively impact monthly and annual permit sales.
18	Off-Street Lots	It is believed daily permits are purchased by restaurant employers and assigned to employees to park in surface lots. The $1.50 permit was originally designed for guests of residents.
19	Off-Street Lots	Oshkosh should create employee parking lots during the business day and keep prime visitor lots open for retail and restaurant patrons.
20	Off-Street Lots	Parking north of Washington Street should be simplified and user-friendly so folks don't receive parking tickets.
21	Off-Street Lots	It's often disappointing when events on Main Street prohibit parking and access to businesses.
22	Off-Street Lots	Permit spaces should be removed from the Library Lot.

	Subject	Comment
23	On-Street	Maintain consistent enforcement hours for all regulated spaces. 9:00am – 6:00pm, Mon.-Sat.
24	On-Street	Permit spaces in 300 block of Brown Street are seldom used.
25	Enforcement	60% to 70% of business owners and their employees are getting cited for parking beyond the posted time limits as opposed to visitors. Employees are a big part of the problem.
26	Enforcement	Having no enforcement limits on Saturday works well for the Farmer's Market. Attendees spend 2-4 hours shopping, dining and visiting the downtown area.
27	Enforcement	The amount of time to pay a parking ticket should be extended before a penalty is applied. Five days to pay a parking ticket is not enough time.
28	Enforcement	Residents should not be penalized when downtown events prohibit access to permit spaces. The city should show some compassion or allow for a grace period.
29	Enforcement	Parking enforcement is necessary to maintain downtown public access.
30	Programs	The parking system needs uniform rules and signage to reduce the amount of confusion with employees and visitors. A win for the parking system would be to reduce the amount of complaints from the business owners.
31	Programs	Market and brand the public parking system to educate and communicate the available parking options.
32	Programs	There needs to be a mix of long, mid and short term parking.
33	Programs	The Parking Utility is constantly changing policies for lot permits to accommodate residential parking demand.
34	Programs	Develop special event parking strategies for small, medium and large events. Communicate these strategies with the community and coordinate implementation with downtown businesses, venues and government agencies.
35	Programs	Downtown post office location should relocate to allow for more parking.
36	Programs	Charging a fee for parking downtown would chase small business customers away to suburban big box retailers.
37	Planning	Businesses in the 500 block of Main Street could double their employee and patron base if more parking options were available.
38	Planning	Permits should offer a tiered pricing solution according to location.
39	Planning	Assigned parking designation should be reallocated for greater efficiency.
40	Planning	Need a blanket policy for all surface parking lots as each lot has a different dynamic.
41	Planning	The city needs to move forward with hiring a special events coordinator to communicate downtown events and work with the community business owners.
42	Planning	Moving the Farmer's Market to Main Street has increased attendance to 12,000 to 15,000 customers compared to 1,500 attendance, five years ago when it was at City Hall. Patrons are utilizing the same parking areas, yet the perception is they don't have to walk several blocks to City Hall.

Source: Walker Parking group and individual stakeholder meetings

CURRENT PARKING CONDITIONS

Parking occupancy conditions were recorded Thursday, September 10th, with parking demand recorded at 10:00 am (mid-morning parking occupancy), 12:00 pm, 2:00 pm (mid-afternoon parking occupancy), 4:00 pm, 6:00 pm (early dinner and end of work day parking occupancy) and 8:00 pm. The date and times were selected based on our experience with typical peak parking patterns in a busy government, commercial retail, restaurant, and office environment. In our experience the mid-morning and mid-afternoons typically represent peak demand due to the significant presence of downtown employees overlapping with the beginning or end of lunch time, when downtowns typically receive an influx of diners and others coming into downtown for business or shopping during their lunch time break.

PARKING INVENTORY

A total parking inventory of **4,860± parking spaces** are located within the 28-block study area. The allocation of parking supply is important to understand when considering long-term strategies that aim to improve access to downtown. Approximately 4,261± or 88% of spaces are located off-street and 599± or 12% of spaces are located on-street in time restricted areas. Approximately 2,373± or 49% of the total supply is designated as public and open to all user groups, while the remaining 2,487± or 51% of all parking supply is designated for private use with limited or restricted general public access. In locations where parking spaces were unmarked on-street, the estimated capacities were determined based on industry standard parking space measurements.

Exhibit 3: Parking Supply Allocation

	Total Supply	Private Off-Street	City Center	Public Off-Street	Public On-Street
Parking Supply	4,860	987	1,500	1,774	599
Percent of Total	100%	20%	31%	37%	12%

- The City controls 49% of the downtown parking supply (Public Off-Street + On-Street).
- The City Center controls 31% of the downtown parking supply.
- The distribution of parking supply by accessibility (public vs. private) is within reasonable standards when compared to similar size cities.
- Perceptions of downtown parking adequacy, organization, and safety are based on both public and private parking facilities.

Source: Walker Parking Consultants 2015

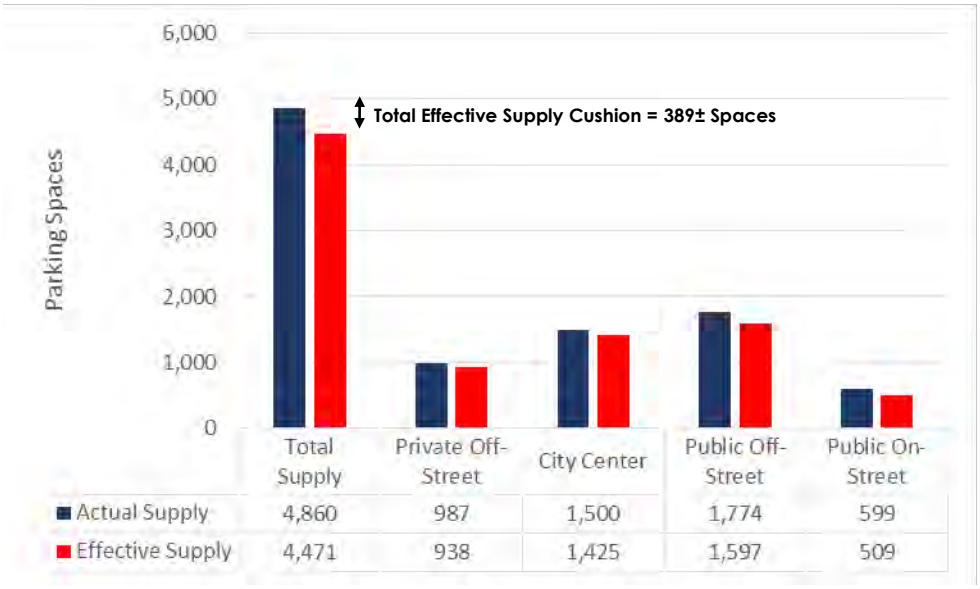
EFFECTIVE PARKING SUPPLY

When discussing the utilization of a parking system, it is important to consider the concept of *effective* supply. Effective supply is the maximum number of parking spaces that can realistically be used within a given parking system. An effective supply cushion helps to protect against the inevitable loss of spaces resulting from temporary disturbances such as construction, incorrectly parked cars, snow removal, etc. This cushion also helps to decrease traffic congestion by minimizing the amount of time visitors must spend looking for an empty space.

For on-street parking, Walker generally recommends an effective supply equal to 85% of the total capacity. This allows a sizable cushion of spaces so that traffic does not back up on surface streets. Off-street parking requires less of a cushion, generally 90% to 95% of the actual supply, depending on the type of facility and the anticipated user group. Smaller cushions are calculated for long-term parking locations because long-term parkers (ex: downtown employees) tend to be familiar with the facilities and spaces. These locations are not as subject to frequent turn over or unfamiliar parkers.

The study area includes an actual total of 4,860± parking spaces before any adjustments are made to account for an effective supply. After the effective supply factors are applied, the study area's effective supply is 4,471± spaces, as shown in the following exhibit.

Exhibit 4: Effective Parking Supply



Source: Walker Parking Consultants 2015
Private (Off-Street) Effective Supply Factor = 95%
City Center Effective Supply Factor = 95%
Public (Off-Street) Effective Supply Factor = 90%
On-Street Effective Supply Factor = 85%
Weighted Average Effective Supply Factor = 92%

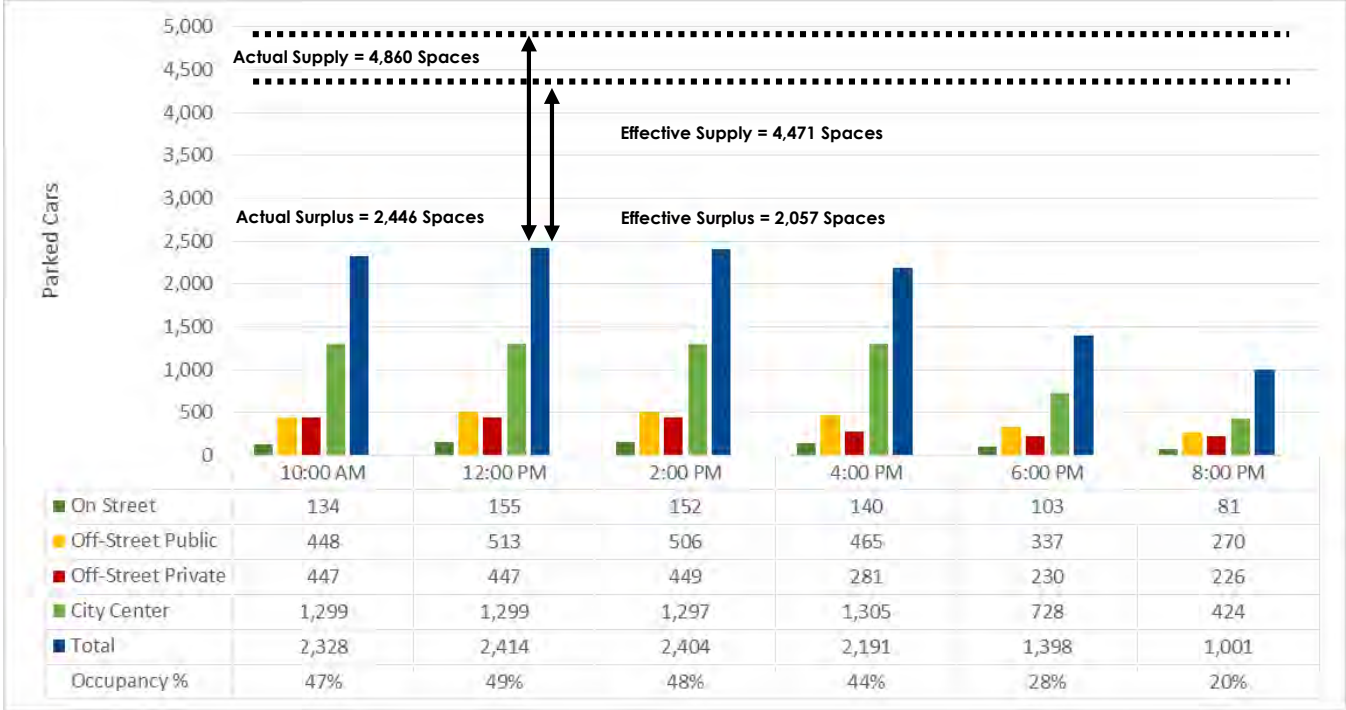
PARKING OCCUPANCY

The analysis of current parking conditions indicates that peak occupancy of **2,414± vehicles (49%)** occurs near the hour of 12:00 pm on a typical Thursday. Conversely, there are approximately **2,446± unoccupied parking spaces** in the study area during peak conditions.

Evening parking conditions are measurably lower with **1,001± parked vehicles (20%)** near the hour of 8:00 pm. Conversely, there are approximately **3,859± unoccupied parking spaces** in the study area during typical weekday evening conditions.

The documented parking occupancy is presented in the following exhibit.

Exhibit 5: Parking Supply Adequacy

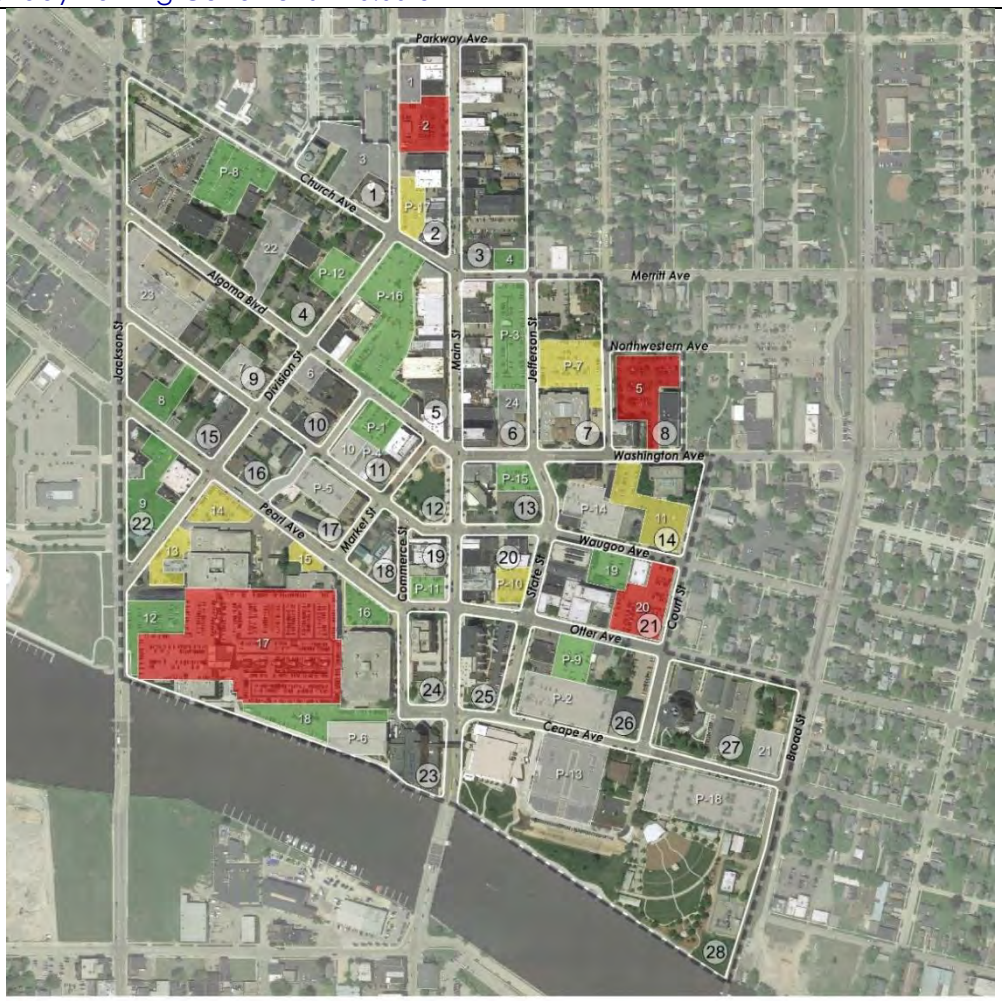


	10:00 AM	12:00 PM	2:00 PM	4:00 PM	6:00 PM	8:00 PM
On Street	134	155	152	140	103	81
Off-Street Public	448	513	506	465	337	270
Off-Street Private	447	447	449	281	230	226
City Center	1,299	1,299	1,297	1,305	728	424
Total	2,328	2,414	2,404	2,191	1,398	1,001
Occupancy %	47%	49%	48%	44%	28%	20%

Source: Walker Parking Consultants
Note: Weather conditions during the observation period were fair with a high of 73°F and low of 59 °F.

Although the overall parking conditions indicate adequate supply exists, there are specific city blocks and streets that routinely exhibit more intense parking utilization patterns. The areas with more intense parking demand can shape overall perceptions of parking adequacy for the entire study area. Heat maps indicating the observed parking occupancy levels by block and at the designated intervals are presented in the next six exhibits. This information is intended to help communicate the local parking characteristics during a typical weekday.

Exhibit 6: Weekday Parking Conditions - 10:00 am



Oshkosh Parking Occupancy - Current Off-Street Weekday 10am

Observations

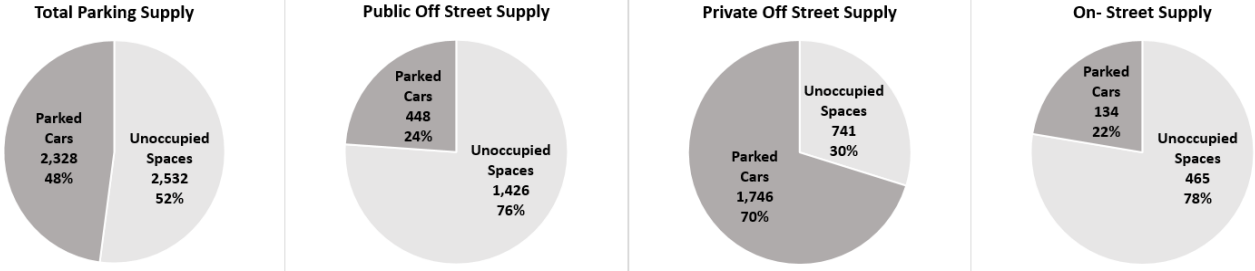
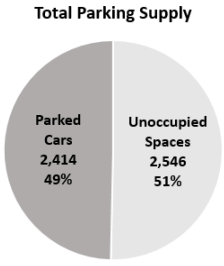


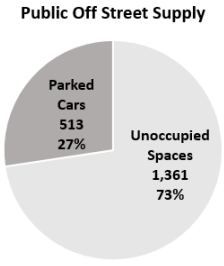
Exhibit 7: Weekday Parking Conditions - 12:00 pm

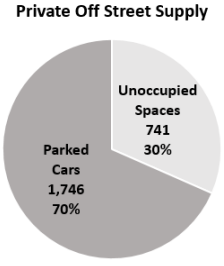
Oshkosh Parking Occupancy - Current Off-Street Weekday 12pm

- Peak parking demand patterns coincide with office, restaurant and retail demand characteristics

Observations







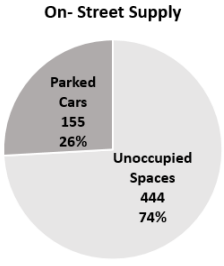
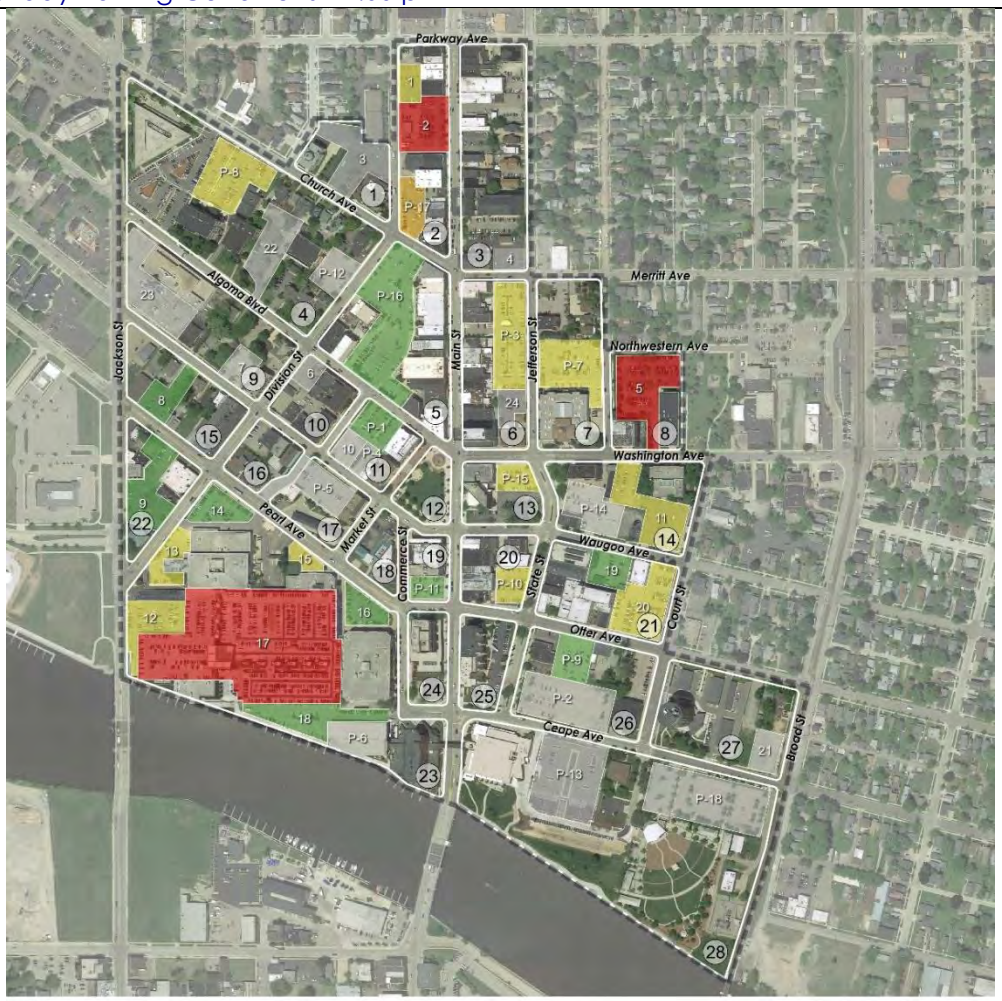


Exhibit 8: Weekday Parking Conditions - 2:00 pm



Oshkosh Parking Occupancy - Current Off-Street Weekday 2pm

Observations

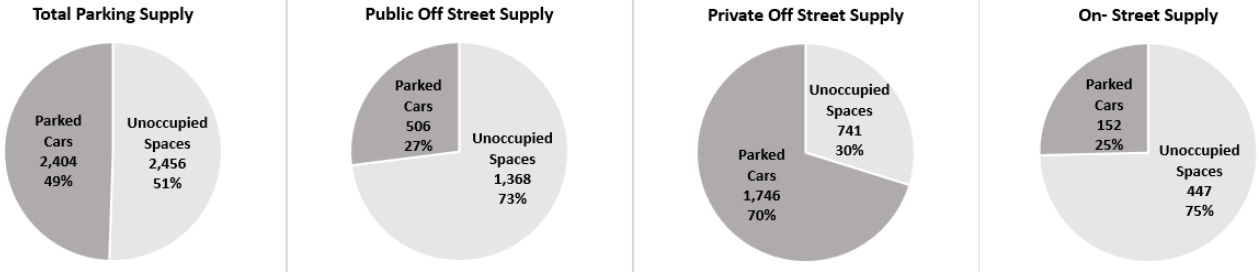


Exhibit 9: Weekday Parking Conditions – 4:00 pm

Oshkosh Parking Occupancy - Current Off-Street Weekday 4pm

Observations

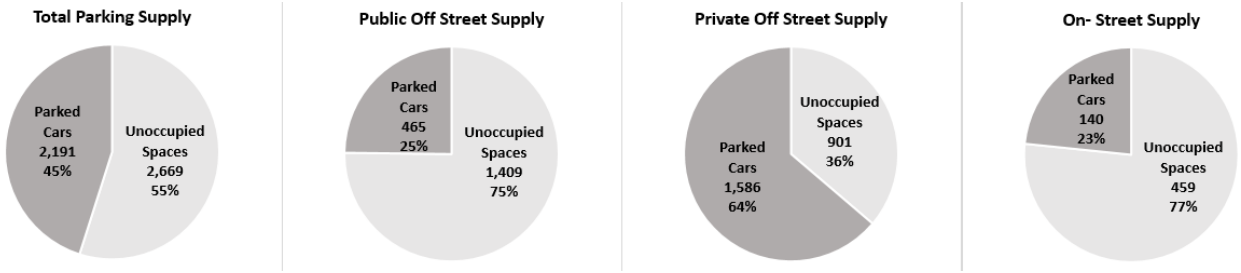
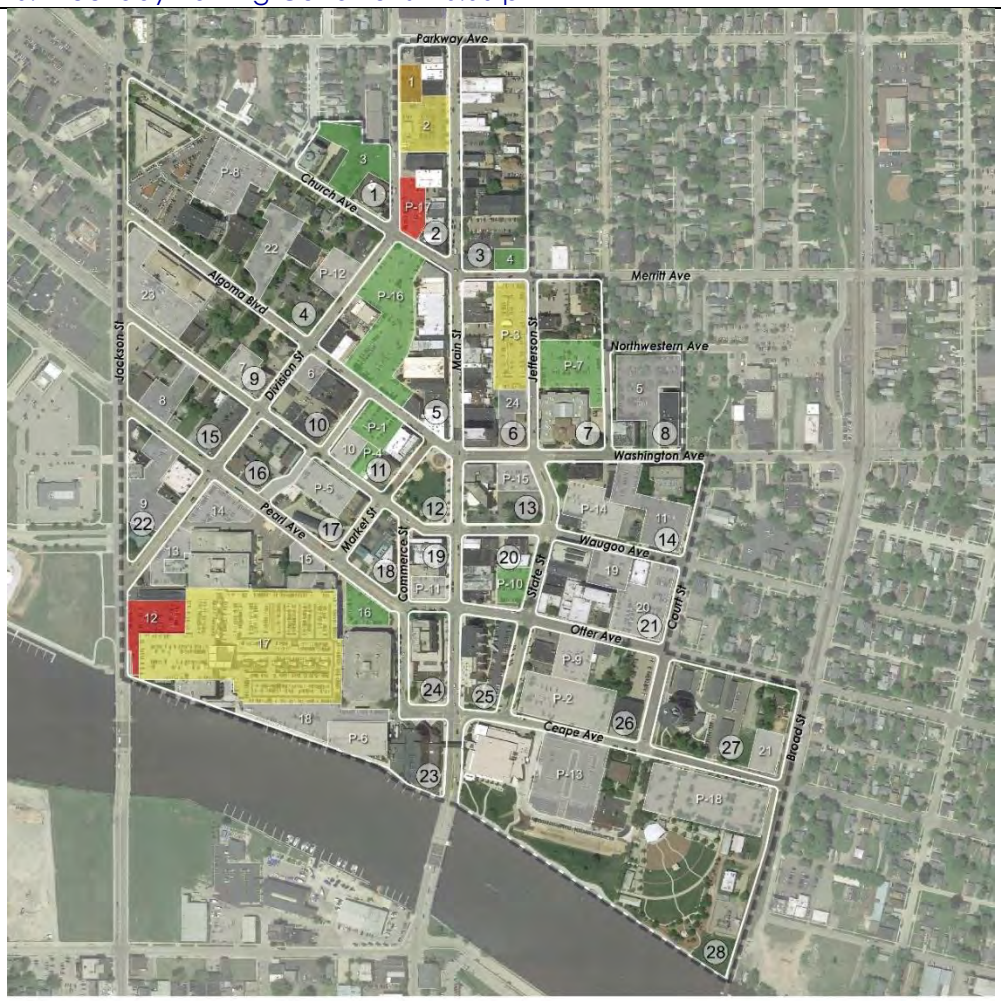


Exhibit 10: Weekday Parking Conditions – 6:00 pm



Oshkosh Parking Occupancy - Current Off-Street Weekday 6pm

Observations

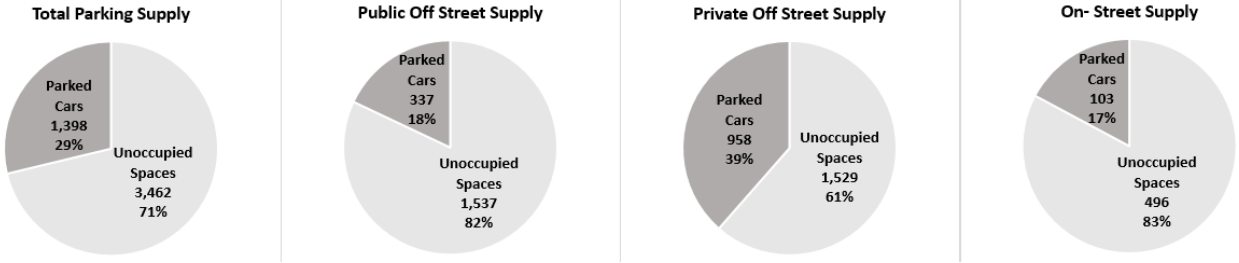
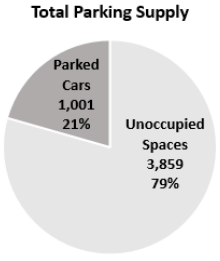
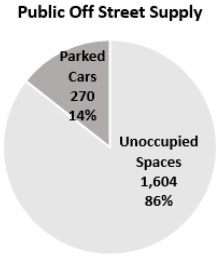


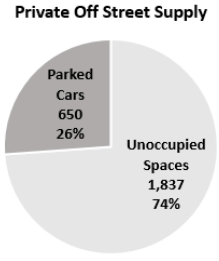
Exhibit11: Weekday Evening Parking Conditions – 8:00 pm

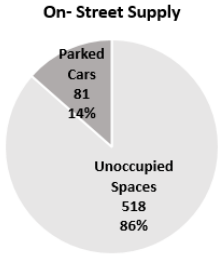
Oshkosh Parking Occupancy - Current Off-Street Weekday 8pm

Observations









PARKING ADEQUACY

The observed peak parking occupancy was compared to the actual and effective supply calculations to determine the current parking adequacy during typical weekday conditions.

The parking adequacy for the total study area is summarized and presented in the following exhibit.

Exhibit 12: Current Adequacy

Type	Actual Supply	Effective Supply Factor	Effective Supply	Peak Weekday Occupancy 12:00 PM	Occupancy %	Actual Surplus	Effective Surplus
Public Off-Street	1,774	90%	1,597	513	29%	1,261	1,084
Private Off-Street	987	95%	938	447	45%	540	491
City Center	1,500	95%	1,425	1,299	87%	201	126
On-Street	599	85%	509	155	26%	444	354
Total	4,860	92%	4,471	2,414	49%	2,446	2,057

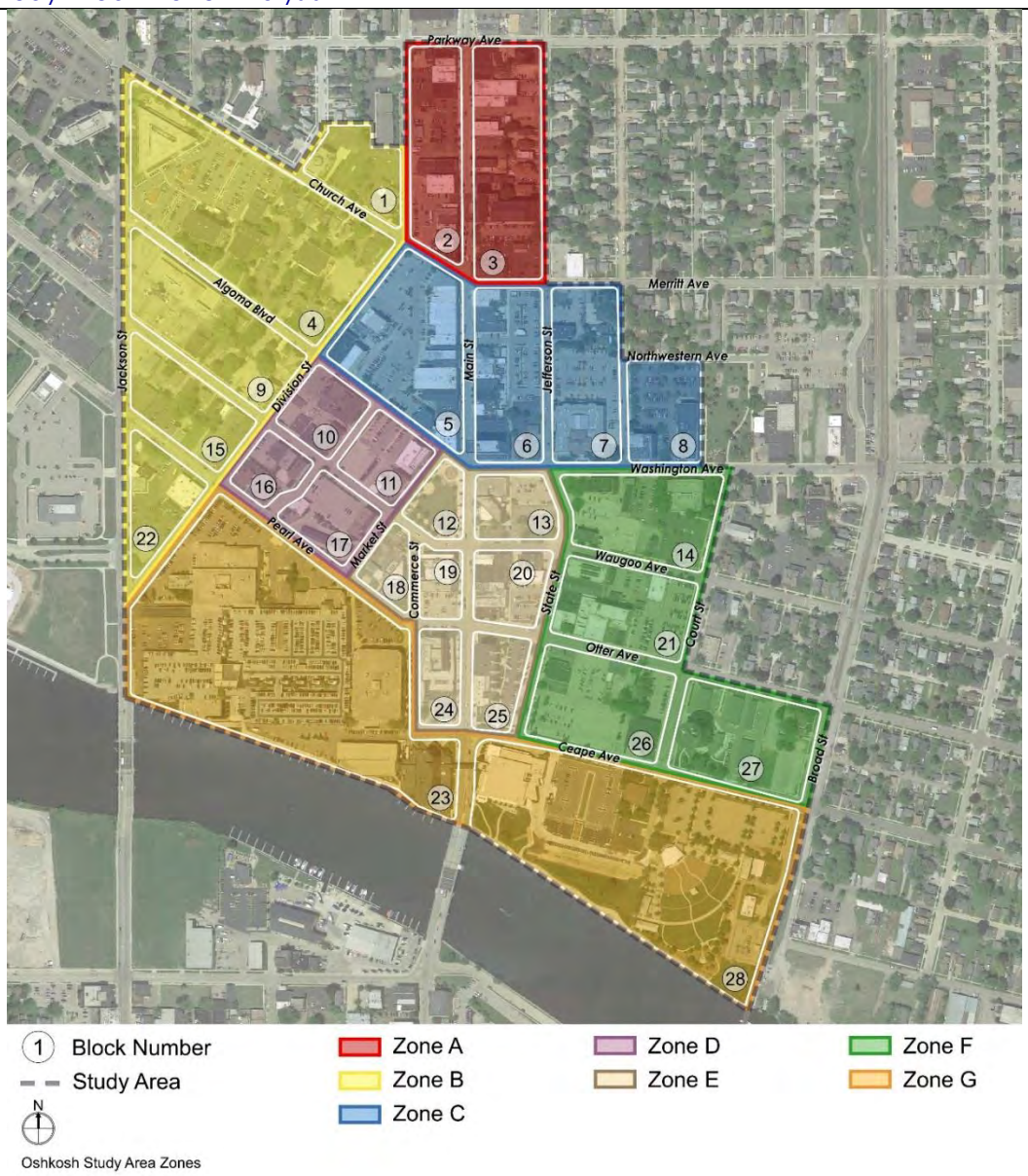
Source: Walker Parking Consultants 2015

The data indicates a need for strategic management of public on and off-street parking that starts with modifications to current parking policies and practices. The challenge before the City is to encourage a change in parking behavior by providing choices, clear policies, and improved delivery of parking services. Parking is experiential and everyone forms individual perceptions of parking conditions based on their unique expectations and experiences. It is our professional opinion that the lack of supply is not the real parking issue; rather the real issue is a lack of access to acceptable proximate supply and knowledge of parking options in downtown Oshkosh. Recommendations for improving access to supply and improving the overall delivery of parking services will be addressed in the following sections of this report.

ZONE ANALYSIS

The previous section of this report provided an overview of the current parking conditions in downtown Oshkosh. The data shows an operating surplus during peak weekday conditions in public off-street, private off-street and on-street supply. To further analyze the local market conditions and assess adequacy, the study area is divided into seven zones (A, B, C, D, E, F, and G). The study area zones are provided in the following exhibit.

Exhibit 13: Study Area – Zone Analysis



Source: Walker Parking Consultants 2015

Exhibit 14: Parking Adequacy by Zone

ZONE A

Type	Actual Supply	Effective Supply Factor	Effective Supply	Peak Weekday Occupancy 12:00 PM	Occupancy %	Actual Surplus	Effective Surplus
Public Off-Street	33	90%	30	26	79%	7	4
Private Off-Street	131	95%	124	105	80%	26	19
On-Street	44	85%	37	17	39%	27	20
Total	208	92%	192	148	71%	60	44

ZONE B

Type	Actual Supply	Effective Supply Factor	Effective Supply	Peak Weekday Occupancy 12:00 PM	Occupancy %	Actual Surplus	Effective Surplus
Public Off-Street	192	90%	173	80	42%	112	93
Private Off-Street	349	95%	332	62	18%	287	270
On-Street	71	85%	60	5	7%	66	55
Total	612	92%	565	147	24%	465	418

ZONE C

Type	Actual Supply	Effective Supply Factor	Effective Supply	Peak Weekday Occupancy 12:00 PM	Occupancy %	Actual Surplus	Effective Surplus
Public Off-Street	392	90%	353	195	50%	197	158
Private Off-Street	149	95%	142	99	66%	50	43
On-Street	102	85%	87	49	48%	53	38
Total	643	92%	581	343	53%	300	238

ZONE D

Type	Actual Supply	Effective Supply Factor	Effective Supply	Peak Weekday Occupancy 12:00 PM	Occupancy %	Actual Surplus	Effective Surplus
Public Off-Street	150	90%	135	32	21%	118	103
Private Off-Street	67	95%	64	4	6%	63	60
On-Street	57	85%	48	21	37%	36	27
Total	274	92%	247	57	21%	217	190

ZONE E

Type	Actual Supply	Effective Supply Factor	Effective Supply	Peak Weekday Occupancy 12:00 PM	Occupancy %	Actual Surplus	Effective Surplus
Public Off-Street	93	90%	84	37	40%	56	47
Private Off-Street	0	95%	0	0	0%	0	0
On-Street	154	85%	131	29	19%	125	102
Total	247	92%	215	66	27%	181	149

ZONE F

Type	Actual Supply	Effective Supply Factor	Effective Supply	Peak Weekday Occupancy 12:00 PM	Occupancy %	Actual Surplus	Effective Surplus
Public Off-Street	318	90%	286	87	27%	231	199
Private Off-Street	291	95%	276	177	61%	114	99
On-Street	171	85%	145	34	20%	137	111
Total	780	92%	708	298	38%	482	410

ZONE G

Type	Actual Supply	Effective Supply Factor	Effective Supply	Peak Weekday Occupancy 12:00 PM	Occupancy %	Actual Surplus	Effective Surplus
Public Off-Street	596	90%	536	56	9%	540	480
City Center	1,500	95%	1,425	1,299	87%	201	126
On-Street	0	85%	0	0	0%	0	0
Total	2,096	92%	1,961	1,355	65%	741	606

CONCLUSION

- While each zone exhibits unique parking demand patterns and levels of adequacy, all zones have unoccupied parking supply with peak occupancy rates that range from 21 percent (Zone D) to 71 percent (Zone A). All zones have a parking surplus.

FUTURE PARKING CONDITIONS

The methodology for assessing the future parking conditions in downtown Oshkosh incorporates assumptions with regard to future market conditions, local redevelopment plans, and the financial impact of constructing a public parking ramp. At this time, there are several possible redevelopment options under consideration by the Oshkosh community. While public parking is an important consideration for all the future development options, public parking plans should not lead community development decisions. Rather, the broader community goals and plans for downtown should be supported by any proposed parking strategy. Therefore, to prepare the City with information on parking options that respond to possible future development, this planning study includes future market assumptions organized into five (5) scenarios. The purpose for evaluating future parking needs through the lens of multiple scenarios is to provide the City with a frame of reference for determining possible outcomes. A description of each scenario is presented in the following exhibit.

Exhibit 15: Future Parking Condition Parking Scenarios

Scenario 1	Scenario 2	Scenario 3	Scenario 4	Scenario 5
Base Conditions • Current Parking Conditions (As Is) • No organic market growth **Potential New Sources of Demand** • No historic Washington Building Redevelopment • No First National Bank Building Redevelopment • No Kline Building Redevelopment • No Daily Northwestern Building Redevelopment • No City Center Building Tenant Expansion	**Base Conditions** • Current Parking Conditions (As Is) • Organic market growth of 10% **Potential New Sources of Demand** • Historic Washington Building Redevelopment 29,100 SF • First National Bank Building Redevelopment 19,075 SF	**Base Conditions** • Current Parking Conditions (As Is) • Organic market growth of 10% **Potential New Sources of Demand** • Kline Building Redevelopment 31,000 SF • Historic Washington Building Redevelopment 29,100 SF • First National Bank Building Redevelopment 19,075 SF	**Base Conditions** • Current Parking Conditions (As Is) • Organic market growth of 10% **Potential New Sources of Demand** • The Daily Northwestern Building Redevelopment 46,080 SF • Kline Building Redevelopment 31,000 SF • Historic Washington Building Redevelopment 29,100 SF • First National Bank Building Redevelopment 19,075 SF	**Base Conditions** • Current Parking Conditions (As Is) • Organic market growth of 10% **Potential New Sources of Demand** • City Center Building Redevelopment and Tenant Expansion • The Daily Northwestern Building Redevelopment 46,080 SF • Kline Building Redevelopment 31,000 SF • Historic Washington Building Redevelopment 29,100 SF • First National Bank Building Redevelopment 19,075 SF

Source: City of Oshkosh and Individual Property Managers and Owner

ORGANIC MARKET GROWTH

For the purpose of this analysis, organic market growth refers to the growth in demand for existing land uses or business services. Expressed another way, organic market growth is the internal growth or the growth from existing businesses—not from new businesses entering the market or new development of vacant land or absorption of vacant commercial building space. In scenarios 2 through 5, Walker applies a 10% organic growth factor. The assumption of a 10% increase in parked cars during peak weekday conditions represents possible growth from existing businesses.

HISTORIC WASHINGTON BUILDING (105 WASHINGTON AVENUE)

The historic Washington Building is located at 105 Washington Avenue and consists of 29,100 SF of commercial lease space. Some onsite parking and delivery access is provided and is accessed from Washington Avenue. Current redevelopment plans include the conversion of the 29,100 SF space to 22 residential units. The site layout for the redevelopment project is presented in the following exhibit.

Exhibit 16: Historic Washington Building Site and Surrounding Area

Considerations

- 29,100 SF of potential residential space to be converted into 20-22 residential units
- Minimal onsite parking and delivery provided to east and south
- Proximate parking options are needed for leasing ability
- Walker's Shared Parking Model recommends 1.75 parking spaces per one bedroom condo and .10 guest parking spaces
- Site is proximate to Library and Main Street retail
- Residential parking demand may be served by the use of the State lot – 79 public spaces
- Redevelopment buildout suggests peak parking demand is 38± resident spaces and 3± guest parking spaces during peak utilization
- Peak utilization is anticipated at 10:00 pm

Source(S): Google Earth; Walker Parking Consultants

WASHINGTON BUILDING PARKING REQUIREMENTS

Public parking needs are often a requirement for historic buildings without on-site parking inventory. Typically, the inventory requirement may be met through a combination of off-street parking for tenants and on-street parking for short-term visitors. The use of the proximate State lot for residential parking will sufficiently serve the parking requirements with any visitor parking demand being met by the adjacent on-street inventory in Zone F.

In addition, residential parking demand characteristics are unique when compared to other downtown destinations. Based on Walker's experience, car ownership for residents in the upper Midwest is typically high, due to limited carpooling and reliable methods for alternate transportation. By today's standards, residential vehicles may remain stationary for longer periods of time as many urban residents telecommute or even walk to nearby employment opportunities.

The projected parking demand for this property is summarized in the following exhibit.

Exhibit 17: Projected Washington Building Parking Demand

Weekday

Land Use	Unadj Demand	Month Adj January	Pk Hr Adj 10:00 PM	Non Captive Evening	Drive Ratio Evening	Demand January 10:00 PM	Demand January 5:00 PM
Residential Guest	2	100%	100%	100%	100%	2	1
Residential Reserved - Condo	23	100%	100%	100%	97%	22	22
Residential Unreserved - Condo	16	100%	100%	100%	97%	16	13
Total Parking Spaces Required	**41**					**40**	**36**

Weekend

Land Use	Unadj Demand	Month Adj January	Pk Hr Adj 10:00 PM	Non Captive Evening	Drive Ratio Evening	Demand January 10:00 PM	Demand January 5:00 PM
Residential Guest	3	100%	100%	100%	100%	3	1
Residential Reserved - Condo	23	100%	100%	100%	97%	22	22
Residential Unreserved - Condo	16	100%	100%	100%	97%	16	13
Total Parking Spaces Required	**42**					**41**	36

Source: Walker Parking Consultants 2015; ITE Shared Parking Model

CONCLUSION

- The redeveloped historic Washington Building is projected to need approximately 38± employee parking spaces to accommodate typical weekday and weekend parking needs when the building is at 100% occupancy. The State lot can provide 79 parking spaces to meet this demand.

- Visitor parking demand for this property may be accommodated by proximate on-street parking on Washington Avenue and State Street.

FIRST NATIONAL BANK BUILDING (404 NORTH MAIN STREET)

The First National Building, just across from Opera House Square Park, lies at the very heart of downtown Oshkosh. The downtown area offers a great variety of restaurants, coffee shops, shopping, and entertainment venues all within walking distance.

This historic 8 story, 54,500 sq. ft. office building offers office space with spectacular views of Lake Winnebago, the Fox River, and Oshkosh. Upon speaking with building ownership, Walker understands there is currently approximately 19,075 sq. ft. (35%) of office space available for lease. In addition, the elegant 4,000 sq. ft. atrium is available to all tenants for public and private functions. Also available to all tenants is the mezzanine level conference room which overlooks the atrium.

In the midst of our stakeholder interviews and data collection effort, Walker has learned Fox River Development (building ownership) has purchased the vacant Anchor Bank property to the immediate east of the First National Bank Building. As is, the Anchor Bank property supplies an existing 23± parking spaces.

The conceptual site layout and parking planning considerations are presented in the following exhibit.

Exhibit 18: First National Bank Building and Surrounding Area

Considerations

- Weekday peak parking demand is projected to occur near the hour of 10:00AM
- Plans include the purchase of the Anchor Bank property and subsequent conversion to additional surface lot parking at Jefferson and Washington Streets
- The addition of the Anchor Bank parcel could provide for 40-45 new parking spaces if the existing building was removed and the remaining parcel reconfigured.
- Proximate on-street parking supply is located along Washington Street and State Street
- Additional on-street parking supply could serve First National Bank Center patrons during peak hours

FIRST NATIONAL BANK BUILDING PARKING REQUIREMENTS

The anticipated demand for both weekdays and weekends is summarized in the following exhibits. The projected weekday demand peaks near the hour of 10:00AM with an evening peak near the hour of 6:00PM.

Exhibit 19: Projected First National Bank Building Parking Demand

Weekday

Land Use	Unadj Demand	Month Adj January	Pk Hr Adj 10:00 AM	Non Captive Daytime	Drive Ratio Daytime	Demand January 10:00 AM	Demand January 6:00 PM
Office <25,000sq ft	6	100%	100%	100%	100%	6	0
Employee	67	100%	100%	100%	87%	58	15
Total Parking Spaces Required	**73**					**64**	**15**

Weekend

Land Use	Unadj Demand	Month Adj January	Pk Hr Adj 10:00 AM	Non Captive Daytime	Drive Ratio Daytime	Demand January 10:00 AM	Demand January 6:00 PM
Office <25,000sq ft	1	100%	90%	100%	100%	1	0
Employee	7	100%	90%	100%	92%	6	0
Total Parking Spaces Required	**8**					**7**	0

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

CONCLUSION

- Demand for approximately 64± parking spaces could be generated during weekday utilization for employee and visitor parking and approximately 15± spaces for similar use during the early evening hours.

- A significant portion of the employee parking demand could be accommodated through the conversion of the Anchor Bank property to surface parking. In the event the Anchor Bank property is not immediately converted into surface lot parking, employee parking permits could be purchased for the remaining 40± spaces at the State lot.

- Shared use of the Anchor Bank parcel for parking could additionally satisfy evening and weekend parking demand for Zone C retail and restaurant needs.

KLINE BUILDING (217 NORTH MAIN STREET)

The 4-story Kline Building presently offers 31,000 sq. ft. of leasable office space and 15,000 sq. ft. of leasable retail space with no accompanying off-street parking. The property is conveniently located in the heart of downtown Oshkosh and close to many other landmarks such as the Grand Opera House, Oshkosh Public Library and the newly renovated Convention Center and more.

A significant contributor to Oshkosh's downtown walkability, the property provides great high traffic and visibility location with 120 feet of retail frontage on the main level. The site layout for the redevelopment project is presented in the following exhibit.

Exhibit 20: Kline Building and Surrounding Area

Considerations

- Weekday peak parking demand is projected to occur near the hour of 2:00PM
- City provides 31± spaces in adjacent surface lot immediately to the south of the property
- Walker's base parking model requires 103± spaces to meet office space buildout
- Proximate to on-street parking supply is located along Commerce Street and High Avenue
- Additional on-street parking supply could serve the Kline Building patrons during peak hours

Exhibit 21: Projected Kline Building Parking Demand

Weekday

Land Use	Unadj Demand	Month Adj December	Pk Hr Adj 2:00 PM	Non Captive Daytime	Drive Ratio Daytime	Demand December 2:00 PM	Demand December 6:00 PM
Community Shopping Center (<400 ksf)	44	100%	100%	99%	87%	38	32
Employee	11	100%	100%	100%	82%	9	9
Office 25k to 100k sq ft	9	100%	100%	100%	87%	8	0
Employee	108	100%	100%	100%	87%	94	25
Subtotal Customer	53					46	32
Subtotal Employee	119					103	34
Total Parking Spaces Required	**172**					**149**	**66**

Weekend

Land Use	Unadj Demand	Month Adj December	Pk Hr Adj 1:00 PM	Non Captive Daytime	Drive Ratio Daytime	Demand December 1:00 PM	Demand December 6:00 PM
Community Shopping Center (<400 ksf)	48	100%	95%	100%	92%	42	38
Employee	12	100%	100%	100%	87%	10	10
Office 25k to 100k sq ft	1	100%	80%	100%	92%	1	0
Employee	11	100%	80%	100%	92%	8	1
Subtotal Customer	49					43	38
Subtotal Employee	23					18	11
Total Parking Spaces Required	**72**					**61**	49

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

CONCLUSION

The parking demand for the Kline Building requires the use of nearby off-street and on-street parking inventory. Walker's shared parking model suggests a December weekday demand of 46 customer parking spaces for the office and retail spaces combined. In addition, our model also suggests a minimum of 103 employee parking spaces to meet the demand should the property occupancy achieve 100% utilization.

Walker suggests the purchase of permit parking in the nearby High Avenue surface lot to meet the employee parking demand and maintain the utilization of the Pearl surface lot and adjacent Commerce Street spaces for short-term visitor parking.

DAILY NORTHWESTERN BUILDING (224 STATE STREET)

The Daily Northwestern property includes a 28,800 sq. ft. office building, a 17,280 sq. ft. production facility, a garage, as well as two supporting surface parking lots. Walker estimates the surface parking lots to provide 35± and 13± parking stalls. All parcels are located within the same block just off Main Street in the heart of downtown Oshkosh.

The Northwestern was owned by the Schwalm and Heaney families until 1998. It has been part of the Gannett newspaper chain since 2000. The property is available for lease at this time as less space is needed by the newspaper as a result of operation consolidations. The site layout for the redevelopment project is presented in the following exhibit.

Exhibit 22: Daily Northwestern Building and Surrounding Area

Considerations

- Weekday peak parking demand is projected to occur near the hour of 10:00 AM
- Property provides for 48± spaces in two surface lots adjacent to the property
- Walker's base parking model requires 139± spaces to meet office space buildout
- Proximate to on-street parking supply is located along State Street and Wagoo Avenue
- Additional on-street parking supply along Court Street could serve the Daily Northwestern Building patrons during peak hours

Exhibit 23: Projected Daily Northwestern Parking Demand

Weekday

Land Use	Unadj Demand	Month Adj January	Pk Hr Adj 10:00 AM	Non Captive Daytime	Drive Ratio Daytime	Demand January 10:00 AM	Demand January 6:00 PM
Office <25,000sq ft	5	100%	100%	100%	100%	5	0
Employee	60	100%	100%	100%	87%	52	14
Office 25k to 100k sq ft	9	100%	100%	100%	100%	9	0
Employee	100	100%	100%	100%	87%	87	23
Subtotal Customer/Guest	14					14	0
Subtotal Employee/Resident	160					139	37
Total Parking Spaces Required	**174**					**153**	**37**

Weekend

Land Use	Unadj Demand	Month Adj January	Pk Hr Adj 11:00 AM	Non Captive Daytime	Drive Ratio Daytime	Demand January 11:00 AM	Demand January 6:00 PM
Office <25,000sq ft	1	100%	100%	100%	100%	1	0
Employee	6	100%	100%	100%	92%	6	0
Office 25k to 100k sq ft	1	100%	100%	100%	100%	1	0
Employee	10	100%	100%	100%	92%	9	1
Subtotal Customer/Guest	2					2	0
Subtotal Employee/Resident	16					15	1
Total Parking Spaces Required	**18**					**17**	1

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

CONCLUSION

The employee parking demand for the redevelopment of the Daily Northwestern Building into leasable office space requires a suggested minimum supply of 139 parking spaces. To accommodate this demand, the property would need to secure an additional 91 spaces beyond the available 48 provided on site. Walker suggests the purchase of permit parking in the Ceape lot located one block south of the property.

CITY CENTER BUILDING (334 CITY CENTER)

City Center originally opened in the 1970's as Park Plaza Mall. The center was over 800,000 square feet in size, including retail anchors and office space, and included a U-shaped hallway with an impressive multi-level atrium with hanging modern art sculptures, common areas, and large amounts of office space above the mall. The mall had many of the national chain stores and was a regional draw, bringing in shoppers from Appleton and Neenah-Menasha in the north to Fond Du Lac and the surrounding areas in the south.

In the early 1990's the retail anchor stores began to vacate the mall and relocate along the U.S. 41 corridor as the big box and strip mall trend began to take shape. During this transition, more offices moved into the mall, slowly changing the atmosphere from the once thriving mall to today's high density office center.

By today's standard, the City Center property totals 513,000 square feet of leasable space and is currently at 95% occupancy with 1,900 occupants inhabiting on a daily basis. This occupancy number grows to over 2,100 during the holiday rush season through the addition of seasonal employees. In addition, City Center management expects some of the major tenants to be adding additional permanent staff over the next few years by as many as 200 employees.

City Center on-site parking allows for 1,150± parking spaces in the 2nd and 3rd level parking ramp. Additionally, there are also 400 ground level parking spaces for tenants and customers. Preliminary information shared with Walker indicates the current parking ramp has the capacity to increase parking inventory by 90± spaces. This may be accomplished by extending the 3rd level parking area over the uncovered 2nd level parking area. Walker also understands the probable estimate of construction and restoration costs may outweigh any immediate benefit. Further structural and financial evaluation of this option will be necessary.

City Center has approximately 20,000 sq. ft. of space yet to develop, but no additional parking available. The 4imprint tenant space can also be expanded by an additional 3rd floor (50,000 sf), which could hold approximately 210 more employees. The site layout for the redevelopment project is presented in the following exhibit.

Exhibit 24: City Center Building and Surrounding Area

Considerations

- Weekday peak parking demand is projected to occur near the hour of 10:00AM
- City Center provides 1,150± parking spaces in ramp located on site. Visitor parking needs are met through the use of the 400 surface lot spaces on site
- Walker's base parking model projects 408± spaces to meet peak weekday employee parking needs for total office space buildout. This amount includes the 3rd floor expansion of 4imprint
- Without the 4imprint 3rd floor expansion, Walker's model projects 234± parking spaces to meet the employee parking needs of the 20,000 sf space and the 150-200 additional staff increase over the next few years
- Proximate off-street parking may be shared with the 195 spaces in the Best Western hotel ramp, but Walker recommends reserving this asset for daytime hotel and convention center business

Exhibit 25: Projected City Center Parking Demand

Weekday

Land Use	Unadj Demand	Month Adj January	Pk Hr Adj 10:00 AM	Non Captive Daytime	Drive Ratio Daytime	Demand January 10:00 AM	Demand January 6:00 PM
Office <25,000sq ft	6	100%	100%	100%	87%	5	0
Employee	70	100%	100%	100%	87%	61	16
Office 25k to 100k sq ft	0	100%	100%	100%	87%	0	0
Employee	0	100%	100%	100%	87%	0	0
Open Plan/High Density Office	17	100%	100%	100%	87%	15	1
Employee	399	100%	100%	100%	87%	347	87
Subtotal Customer	23					20	1
Subtotal Employee	469					408	103
Total Parking Spaces Required	**492**					**428**	**104**

Weekend

Land Use	Unadj Demand	Month Adj January	Pk Hr Adj 11:00 AM	Non Captive Daytime	Drive Ratio Daytime	Demand January 11:00 AM	Demand January 6:00 PM
Office <25,000sq ft	1	100%	100%	100%	92%	1	0
Employee	7	100%	100%	100%	92%	6	0
Office 25k to 100k sq ft	0	100%	100%	100%	92%	0	0
Employee	0	100%	100%	100%	92%	0	0
Open Plan/High Density Office	2	100%	100%	100%	92%	2	0
Employee	40	100%	100%	100%	92%	37	2
Subtotal Customer	3					3	0
Subtotal Employee	47					43	2
Total Parking Spaces Required	**50**					**46**	2

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

The parking demand model in the above exhibit reflects parking demand for all potential phases of occupancy and development mentioned under the considerations section. Because the seasonal employees are temporary in nature, Walker has not accounted for this fluctuation in our modeling.

The exhibit below demonstrates the parking demand in a phased approach, knowing the potential for the 4imprint tenant space has yet to be determined.

Exhibit 26: Projected City Center Parking Demand – Phased Approach

January	Weekday	
10:00 AM	Phase 1	Phase 2
Office <25,000sq ft	5	0
Employee	61	0
Office 25k to 100k sq ft	0	0
Employee	0	0
Open Plan/High Density Office	7	8
Employee	173	174
Subtotal Customer	12	8
Subtotal Employee	234	174
Total Demand	**246**	**182**

January	Weekend	
11:00 AM	Phase 1	Phase 2
Office <25,000sq ft	1	0
Employee	6	0
Office 25k to 100k sq ft	0	0
Employee	0	0
Open Plan/High Density Office	1	1
Employee	18	19
Subtotal Customer	2	1
Subtotal Employee	24	19
Total Demand	**26**	**20**

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

With the 4imprint tenant space removed from the model in the phase one approach, the immediate employee parking demand is reduced to 234± spaces. The projected weekend parking demand in the model above does not account for scheduled employee weekend shifts. This number may fluctuate depending upon scheduled tenant working hours.

CONCLUSION

The employee parking demand for the increase tenant occupancy and expansion of the City Center Building into leasable office space requires a suggested minimum supply of 408 parking spaces over a two-phased development approach. To accommodate this demand, the property would need to secure spaces beyond the available maximum capacity provided on site. Walker suggests the purchase of employee parking permits in the Ceape lot and the High Avenue lots located one block east and one block north of the property. Additionally, the use of the Riverside Park East lot would be required to meet the additional City Center tenant parking demand.

Given the fact Walker has already recommended the use of the Ceape and High Avenue surface lots to support parking demand in Zones E and F, we should expect Zone G to experience a public parking space deficit when the City Center achieves 100% occupancy and future potential growth.

OSHKOSH CONVENTION CENTER (2 NORTH MAIN STREET)

The newly renovated Convention Center is one of the many highlights of Downtown Oshkosh. This outstanding venue sits on a prime waterfront setting overlooking the Fox River and Lake Winnebago. The Convention Center is home to many special events that take place annually. From trade shows to conventions, weddings and organizational meetings, the Convention Center is the ideal location for any event. Given this introduction and special use

requirement, Walker recognizes the need to maintain sufficient parking for convention center events and has projected the following demand based on usable square footage.

Exhibit 27: Convention Center and Surrounding Area

Considerations

- Use of the Oshkosh Convention Center is typically per scheduled event or conference
- The nearby Riverside Park Lot provides for 235 public parking spaces and the Ceape Lot provides for an additional 169 public parking spaces.
- Walker has previously suggested the use of the Ceape Lot for Zone F and Zone G permit parking to meet the weekday employee parking needs of the downtown study area.
- Walker's Base Parking Model projects the unadjusted parking demand for the 18,500 SF convention Center to require 5.50 visitor parking spaces/ksf GLA and 0.50 employee parking spaces/ksf GLA. For the purpose of this explanation GLA may be defined as Gross Leasable Area.

Exhibit 28: Convention Center Unadjusted Parking Demand

		Weekdays			Weekends		
Land Use	Quantity	Base Ratio	Unit	Unadj Pkg Sp	Base Ratio	Units	Unadj Pkg Sp
Convention Center	18,500	5.50	/ksf GLA	102	5.50	/ksf GLA	102
Employee		0.50		9	0.50		9
TOTAL				111			111

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

The unadjusted parking demand model in the above exhibit reflects parking demand for patrons and employees under maximum demand conditions. It is important to recognize the demand remains consistent regardless of weekday or weekend as use of the center is purely event driven.

The exhibit below demonstrates the adjusted peak parking demand on weekdays and weekends when drive ratio factors are taken into consideration.

Exhibit 29: Projected Convention Center Parking Demand

Weekday

Land Use	Unadj Demand	Month Adj Feb	Pk Hr Adj 10:00 AM	Non Captive Daytime	Drive Ratio Daytime	Demand Feb 10:00 AM	Demand Feb 6:00 PM
Convention Center	102	100%	100%	100%	87%	89	47
Employee	9	100%	100%	100%	82%	7	3
Total Parking Spaces Required	**111**					**96**	**50**

Weekend

Land Use	Unadj Demand	Month Adj Feb	Pk Hr Adj 10:00 AM	Non Captive Daytime	Drive Ratio Daytime	Demand Feb 10:00 AM	Demand Feb 6:00 PM
Convention Center	102	100%	100%	100%	92%	94	51
Employee	9	100%	100%	100%	87%	8	3
Total Parking Spaces Required	**111**					**102**	54

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

CONCLUSION

The visitor and employee parking demand for the Oshkosh Convention Center requires the use of 96± parking spaces in the 235-space Riverside Park Lot. The remaining 139± parking spaces may be utilized for weekday employee parking privileges.

Given the fact Walker has already recommended the use of the Ceape and High Avenue surface lots to support parking demand in Zones E and F, we should expect the use of the Riverside Park Lot to accommodate additional employee parking needs from the expansion of

the City Center Building. Riverside Park Lot spaces closest to the Convention Center should be signed and designated specifically for the use by Convention Center employees and attendees. Spaces within the eastern portion of this lot should be designated as permit parking during weekday business hours and available for public parking on nights and weekends.

BEST WESTERN RIVERSIDE HOTEL (1 NORTH MAIN STREET)

Nestled on the banks of the Fox River in downtown Oshkosh, lies the Best Western Premier Waterfront Hotel & Convention Center. In May 2013, a major $13 million renovation of the hotel was completed. The hotel features eight floors with 176 guest rooms, most of which have scenic views of the Fox River and/or Lake Winnebago. Amenities include an indoor pool, whirlpool, fitness center, game room, business center, casual dining and cocktail lounge with outdoor patio, riverside boardwalk and so much more. The hotel and convention center, combined, provide over 25,000 sq. ft. of meeting space with the flexibility of 18 breakout rooms. Convention meeting space provides beautiful views of the Fox River.

Exhibit 30: Best Western Riverside Hotel and Surrounding Area

Considerations

- The Best Western Premier Waterfront Hotel is centrally located in Oshkosh, walking distance from Grand Opera House and close to Menominee Park. This family-friendly hotel is within close proximity of University of Wisconsin-Oshkosh.
- The Hotel offers 176 rooms for overnight business meetings, conventions and weddings.
- The adjacent Hotel ramp provides for 195 public parking spaces. Presently the surface parking areas adjacent to the ramp and south of the City Center property are reserved for City Center employee parking only. The shared use of this inventory on weekends could help increase the available inventory for special event and conference activities throughout Zone G.
- Walker's Base Parking Model projects the unadjusted parking demand for the 176 room hotel, and the 216 seat capacity Ground Round Restaurant to require 0.9 guest parking spaces per hotel room and 15.25 restaurant visitor parking spaces/ksf GLA.

Exhibit 31: Best Western Riverside Hotel and Ground Round Unadjusted Parking Demand

		Weekdays			Weekends		
Land Use	Quantity	Base Ratio	Unit	Unadj Pkg Sp	Base Ratio	Units	Unadj Pkg Sp
Fine/Casual Dining	4,320	15.25	/ksf GLA	66	17.00	/ksf GLA	73
Employee		2.75		12	3.00		13
Hotel-Leisure	176	0.90	/room	158	1.00	/room	176
Employee	176	0.25	/room	44	0.18	/room	32
Subtotal Customer				224			249
Subtotal Employee				56			45
TOTAL				280			294

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

The unadjusted parking demand model in the above exhibit reflects parking demand for guests and employees under maximum demand conditions. It is important to recognize the demand increases slightly on weekends due to travel, leisure and banquet opportunities. For the purpose of this discussion, Walker assumes the volume of hotel guests will typically be the same occupants using the hotel banquet and meeting space regardless of weekday or weekend activity.

The exhibit below demonstrates the adjusted peak parking demand on weekdays and weekends when drive ratio factors are taken into consideration.

Exhibit 32: Projected Best Western Riverside Hotel and Ground Round Parking Demand

Weekday

Land Use	Unadj Demand	Month Adj Aug	Pk Hr Adj 9:00 PM	Non Captive Evening	Drive Ratio Evening	Demand Aug 9:00 PM	Demand Jul 5:00 PM
Fine/Casual Dining	66	99%	100%	79%	92%	48	33
Employee	12	100%	100%	100%	87%	10	10
Hotel-Leisure	158	100%	95%	100%	100%	150	126
Employee	44	100%	20%	100%	87%	8	25
Subtotal Customer	224					198	159
Subtotal Employee	56					18	35
Total Parking Spaces Required	**280**					**216**	**194**

Weekend

Land Use	Unadj Demand	Month Adj Aug	Pk Hr Adj 11:00 PM	Non Captive Evening	Drive Ratio Evening	Demand Aug 11:00 PM	Demand Jul 5:00 PM
Fine/Casual Dining	73	99%	90%	78%	100%	51	24
Employee	13	100%	85%	100%	95%	10	11
Hotel-Leisure	176	100%	100%	100%	100%	176	141
Employee	32	100%	45%	100%	95%	14	21
Subtotal Customer	249					227	165
Subtotal Employee	45					24	32
Total Parking Spaces Required	**294**					**251**	**197**

Source: Walker Parking Consultants 2015, ITE Shared Parking Model

CONCLUSION

The visitor and employee parking demand for the Best Western Riverside Hotel and the Ground Round Restaurant requires the complete use of the 195-space Hotel Ramp during weekday and weekend peak activity. Walker's Shared Parking Model estimates peak activity for the combined use of these venues requires 216± parking spaces during the weekday and 251± spaces during weekend peak activity. While peak activity may not occur every week of the year, it remains an important decision to factor in this demand for the optimal success of the hotel and restaurant.

In effort to lessen the parking demand on the Hotel Ramp during peak activity, Walker suggests the hotel and restaurant reach out to the City Center to arrange a deal for employee parking within the available surface lot areas adjacent to the hotel. The use of City Center permit spaces during non-peak activity, such as weekends and evenings, will allow greater access to available parking for hotel guests and restaurant patrons.

In the event an agreement may not be reached with the City Center, the employee parking needs should be directed to public parking opportunities at the Riverside Park Lot and the Riverside Park East Lot.

The projected future parking adequacy is presented for each scenario and by zone in the next five exhibits.

Exhibit 33: **Scenario 1** – Future Parking Adequacy by Zone

	Current Conditions			Future Conditions				
Zone A	Supply	Occupancy	Adequacy	Supply+	Supply-	Adjusted Supply	New Demand	Projected Adequacy
Public Off-Street	33	27	6	0	0	33	0	6
Private Off-Street	131	96	35	0	0	131	0	35
On-Street	44	17	27	0	0	44	0	27
Sub-total	208	140	68	0	0	208	0	68
Zone B								
Public Off-Street	192	87	105	0	0	192	0	105
Private Off-Street	349	65	284	0	0	349	0	284
On-Street	71	5	66	0	0	71	0	66
Sub-total	612	157	455	0	0	612	0	455
Zone C								
Public Off-Street	392	205	187	0	0	392	0	187
Private Off-Street	149	122	27	0	0	149	0	27
On-Street	102	69	33	0	0	102	0	33
Sub-total	643	396	247	0	0	643	0	247
Zone D								
Public Off-Street	150	26	124	0	0	150	0	124
Private Off-Street	67	5	62	0	0	67	0	62
On-Street	57	20	37	0	0	57	0	37
Sub-total	274	51	223	0	0	274	0	223
Zone E								
Public Off-Street	93	46	47	0	0	93	0	47
Private Off-Street	0	0	0	0	0	0	0	0
On-Street	154	53	101	0	0	154	0	101
Sub-total	247	99	148	0	0	247	0	148
Zone F								
Public Off-Street	318	57	261	0	0	318	0	261
Private Off-Street	291	140	151	0	0	291	0	151
On-Street	171	34	137	0	0	171	0	137
Sub-total	780	231	549	0	0	780	0	549
Zone G								
Public Off-Street	596	58	538	0	0	596	0	538
City Center	1,500	1,297	203	0	0	1,500	0	203
On-Street	0	0	0	0	0	0	0	0
Sub-total	2,096	1,355	741	0	0	2,096	0	741
Total	**4,860**	**2,033**	**2,184**	**0**	**0**	**4,217**	**0**	**2,431**

CONCLUSION

- In Zone A, the projected adequacy for off-street public parking remains a concern with the continued sale of permit parking in the Division Street lot. Walker recommends the removal of permit parking altogether from this 33-space parking lot and creating a demand-price permit in the 400 Block West lot for premium permit holders in the 400 and 500 blocks of North Main Street.

- Zone B offers significant parking adequacy as most of the available inventory is specific-use in nature for private business and church parking. Walker recommends the use of Zone B inventory for the private business parking needs in Zone A and Zone D. Additionally, Walker recommends the use of the 49-space Rec/Gym surface lot be converted into permit parking to support weekday employee parking activity.

- Off-street public parking in Zone C should serve the short-term visitor parking demand for the commercial and retail businesses located in the 400 Block of North Main Street. In this scenario, Walker recognizes the need to redevelop the Anchor Bank property into a public/private parking location to remain consistent with parking adequacy found on the west side of Main Street.

- Any private business employee growth in Zone D could be supported by use of available private inventory in Zone D and nearby Zone B.

- Similar to Zone C, parking inventory in Zone E should serve the short-term visitor parking demand for the commercial and retail businesses located in the 100-300 blocks of North Main Street. A collection of three, small off-street public parking locations provide for an approximate 93± spaces. Suitable on-street parking inventory is available in the 200 and 300 blocks of Market, Main and State Streets.

- Under existing conditions, parking adequacy remains significantly adequate in Zones F and G, as portions of this inventory may be designed to serve specific use during conventions and Leach Amphitheater events.

Exhibit 34: **Scenario 2** – Future Parking Adequacy by Zone

	Current Conditions			Future Conditions				
Zone A	Supply	Occupancy	Adequacy	Supply+	Supply-	Adjusted Supply	New Demand	Projected Adequacy
Public Off-Street	33	27	6	0	0	33	3	3
Private Off-Street	131	96	35	0	0	131	10	25
On-Street	44	17	27	0	0	44	2	25
Sub-total	208	140	68	0	0	208	14	54
Zone B								
Public Off-Street	192	87	105	0	0	192	9	96
Private Off-Street	349	65	284	0	0	349	7	278
On-Street	71	5	66	0	0	71	1	66
Sub-total	612	157	455	0	0	612	16	439
Zone C								
Public Off-Street	392	205	187	0	0	392	21	167
Private Off-Street	149	122	27	45	0	194	35	37
On-Street	102	69	33	0	0	102	7	26
Sub-total	643	396	247	45	0	688	63	229
Zone D								
Public Off-Street	150	26	124	0	0	150	3	121
Private Off-Street	67	5	62	0	0	67	1	62
On-Street	57	20	37	0	0	57	2	35
Sub-total	274	51	223	0	0	274	5	218
Zone E								
Public Off-Street	93	46	47	0	0	93	5	42
Private Off-Street	0	0	0	0	0	0	0	0
On-Street	154	53	101	0	0	154	5	96
Sub-total	247	99	148	0	0	247	10	138
Zone F								
Public Off-Street	318	57	261	0	0	318	79	182
Private Off-Street	291	140	151	0	0	291	14	137
On-Street	171	34	137	0	0	171	3	134
Sub-total	780	231	549	0	0	780	96	453
Zone G								
Public Off-Street	596	58	538	0	0	596	318	220
Private Off-Street	1,500	1,297	203	0	0	1,500	130	73
On-Street	0	0	0	0	0	0	0	0
Sub-total	2,096	1,355	741	0	0	2,096	448	294
Total	**4,860**	**2,429**	**2,431**	**45**	**0**	**4,905**	**651**	**1,825**

CONCLUSION

- The application of a 10% organic growth rate to current parking conditions, with the increased demand from the First National Bank Building and the redevelopment of the Historic Washington Building, results in an overall parking adequacy of 1,825± spaces in the study area.

- Specific to Zone C, the redevelopment of the First National Bank Building demonstrates the effect of employee parking growth beyond the use of the existing Anchor Bank parking parcel. Walker estimates the need for an additional 58 employee parking spaces, of which 23 may be satisfied with the existing inventory of the Anchor Bank parking parcel. Should the footprint of the Anchor Bank parcel be redeveloped into a public/private parking lot, Walker estimates the maximum potential for a total of 45 spaces. In the event the Anchor Bank parcel is not immediately developed into a surface parking lot, employee parking would need to be satisfied with remaining permit inventory in the State Lot.

- In Zone F, redevelopment of the Historic Washington Building creates the potential for an increased employee parking demand of 38± parking spaces during peak weekday and weekend activity periods. This demand should be offset with the use of the 79-space State Lot.

- Walker also encourages the reduction of the 36 permit parking spaces from the Library parking lot to allow for future programmatic library growth. Walker understands the present permit base for the Library lot may consist of a mixture of library employees and nearby residents seeking off-street parking. The Library leadership team should have a say in which employees may retain parking privileges within the lot, but should be aware of the inventory impact this may have on visitor access to the Library. Walker suggests negotiating employee parking privileges with the neighboring Oshkosh Office Center lot with a capacity of 110 spaces.

- In Scenario 2, Zone A continues to remain an area of concern for parking adequacy. As previously shared, employee growth would need to be offset by inventory from available private inventory in Zones B and D.

- Within this scenario, Walker has added the projected demand for the Best Western Riverside Hotel (216±) spaces during peak weekday activity and the projected demand for the Oshkosh Convention Center (96±) spaces during the same peak weekday activity levels.

- Under Scenario 2, while projected parking adequacy may be positive in all zones, there are localized parking improvements that should be considered for the purposes of improving the delivery of parking services and improving the overall access to downtown. Specifically, attention to permit parking allocation should be considered to reduce the amount, reassign the remaining amount, and create demand-sensitive pricing for privileged parking access within these visitor parking zones.

Exhibit 35: **Scenario 3** – Future Parking Adequacy by Zone

	Current Conditions			Future Conditions				
Zone A	Supply	Occupancy	Adequacy	Supply+	Supply-	Adjusted Supply	New Demand	Projected Adequacy
Public Off-Street	33	27	6	0	0	33	3	3
Private Off-Street	131	96	35	0	0	131	10	25
On-Street	44	17	27	0	0	44	2	25
Sub-total	208	140	68	0	0	208	14	54
Zone B								
Public Off-Street	192	87	105	0	0	192	9	96
Private Off-Street	349	65	284	0	0	349	7	278
On-Street	71	5	66	0	0	71	1	66
Sub-total	612	157	455	0	0	612	16	439
Zone C								
Public Off-Street	392	205	187	0	0	392	21	167
Private Off-Street	149	122	27	45	0	194	35	37
On-Street	102	69	33	0	0	102	7	26
Sub-total	643	396	247	45	0	688	63	229
Zone D								
Public Off-Street	150	26	124	0	0	150	106	18
Private Off-Street	67	5	62	0	0	67	1	62
On-Street	57	20	37	0	0	57	2	35
Sub-total	274	51	223	0	0	274	108	115
Zone E								
Public Off-Street	93	46	47	0	0	93	5	42
Private Off-Street	0	0	0	0	0	0	0	0
On-Street	154	53	101	0	0	154	5	96
Sub-total	247	99	148	0	0	247	10	138
Zone F								
Public Off-Street	318	57	261	0	0	318	79	182
Private Off-Street	291	140	151	0	0	291	14	137
On-Street	171	34	137	0	0	171	3	134
Sub-total	780	231	549	0	0	780	96	453
Zone G								
Public Off-Street	596	58	538	0	0	596	318	220
Private Off-Street	1,500	1,297	203	0	0	1,500	130	73
On-Street	0	0	0	0	0	0	0	0
Sub-total	2,096	1,355	741	0	0	2,096	448	294
Total	**4,860**	**2,429**	**2,431**	**45**	**0**	**4,905**	**754**	**1,722**

CONCLUSION

- The application of a 10% organic growth rate to current parking conditions; the addition of scenario 2 demand, and the redevelopment of the Kline Building results in an overall parking surplus of 1,722± spaces in the study area.

- Specific to this scenario, any increased employee parking demand within Zone E would need to be satisfied through the use of inventory in nearby zones. Walker recommends the allocation of the 103± employee parking demand generated by the Kline Building be satisfied through the use of available inventory in the High Avenue lot. Use of this lot is limited by capacity to 99 parking spaces and presently serves the half dozen employee parking needs of the Grand Opera House.

- As revealed through a stakeholder session with the Director of the Grand Opera House, typically 10-12 times per calendar year, the Grand Opera House schedules weekday matinee performances as ticket sale volume supports. Attendee estimates for weekday matinee performances typically account for 250 patrons. With an average of 2.5 patrons per vehicle, Walker estimates the demand for 100± cars. At the present time, parking inventory is available through the use of the High Avenue lot, the Algoma lot and available on-street parking

inventory. Walker recommends the continued discussion with the owner of the unimproved Gunderson Cleaner's parcel for business expansion needs in Zone D. With the addition of this approximate 40± space parking parcel, weekday employee parking demand may be achieved for smaller office buildings.

Exhibit 36: **Scenario 4** – Future Parking Adequacy by Zone

	Current Conditions			Future Conditions				
Zone A	Supply	Occupancy	Adequacy	Supply+	Supply-	Adjusted Supply	New Demand	Projected Adequacy
Public Off-Street	33	27	6	0	0	33	3	3
Private Off-Street	131	96	35	0	0	131	10	25
On-Street	44	17	27	0	0	44	2	25
Sub-total	208	140	68	0	0	208	14	54
Zone B								
Public Off-Street	192	87	105	0	0	192	9	96
Private Off-Street	349	65	284	0	0	349	7	278
On-Street	71	5	66	0	0	71	1	66
Sub-total	612	157	455	0	0	612	16	439
Zone C								
Public Off-Street	392	205	187	0	0	392	21	167
Private Off-Street	149	122	27	45	0	194	35	37
On-Street	102	69	33	0	0	102	7	26
Sub-total	643	396	247	45	0	688	63	229
Zone D								
Public Off-Street	150	26	124	0	0	150	106	18
Private Off-Street	67	5	62	0	0	67	1	62
On-Street	57	20	37	0	0	57	2	35
Sub-total	274	51	223	0	0	274	108	115
Zone E								
Public Off-Street	93	46	47	0	0	93	5	42
Private Off-Street	0	0	0	0	0	0	0	0
On-Street	154	53	101	0	0	154	5	96
Sub-total	247	99	148	0	0	247	10	138
Zone F								
Public Off-Street	318	57	261	0	0	318	170	91
Private Off-Street	291	140	151	13	0	304	62	102
On-Street	171	34	137	0	0	171	3	134
Sub-total	780	231	549	13	0	793	235	327
Zone G								
Public Off-Street	596	58	538	0	0	596	318	220
Private Off-Street	1,500	1,297	203	0	0	1,500	130	73
On-Street	0	0	0	0	0	0	0	0
Sub-total	2,096	1,355	741	0	0	2,096	448	294
Total	**4,860**	**2,429**	**2,431**	**58**	**0**	**4,918**	**893**	**1,596**

CONCLUSION

- The application of a 10% organic growth rate to current parking conditions; the addition of scenario 3 demand; and the redevelopment of the Daily Northwestern property results in an overall parking surplus of 1,596± spaces in the study area.

- The redevelopment of the Daily Northwestern Building impacts the off-street parking inventory in Zone F. Walker's shared parking model estimates the increase demand for 139± parking spaces to adequately support the employee growth relevant to a fully leased building. While the Daily Northwestern provides for 48± spaces on site, Walker estimates an additional 91± parking spaces will need to be provided through the use of the Ceape lot, approximately 1 block south while continuing on State Street. Presently, the Ceape lot provides for 169 public parking spaces.

Exhibit 37: **Scenario 5** – Future Parking Adequacy by Zone

	Current Conditions			Future Conditions				
Zone A	Supply	Occupancy	Adequacy	Supply+	Supply-	Adjusted Supply	New Demand	Projected Adequacy
Public Off-Street	33	27	6	0	0	33	3	3
Private Off-Street	131	96	35	0	0	131	10	25
On-Street	44	17	27	0	0	44	2	25
Sub-total	208	140	68	0	0	208	14	54
Zone B								
Public Off-Street	192	87	105	0	0	192	9	96
Private Off-Street	349	65	284	0	0	349	7	278
On-Street	71	5	66	0	0	71	1	66
Sub-total	612	157	455	0	0	612	16	439
Zone C								
Public Off-Street	392	205	187	0	0	392	21	167
Private Off-Street	149	122	27	45	0	194	35	37
On-Street	102	69	33	0	0	102	7	26
Sub-total	643	396	247	45	0	688	63	229
Zone D								
Public Off-Street	150	26	124	0	0	150	106	18
Private Off-Street	67	5	62	0	0	67	1	62
On-Street	57	20	37	0	0	57	2	35
Sub-total	274	51	223	0	0	274	108	115
Zone E								
Public Off-Street	93	46	47	0	0	93	5	42
Private Off-Street	0	0	0	0	0	0	0	0
On-Street	154	53	101	0	0	154	5	96
Sub-total	247	99	148	0	0	247	10	138
Zone F								
Public Off-Street	318	57	261	0	0	318	248	13
Private Off-Street	291	140	151	13	0	304	62	102
On-Street	171	34	137	0	0	171	3	134
Sub-total	780	231	549	13	0	793	313	249
Zone G								
Public Off-Street	596	58	538	0	0	596	460	78
Private Off-Street	1,500	1,297	203	0	0	1,500	130	73
On-Street	0	0	0	0	0	0	0	0
Sub-total	2,096	1,355	741	0	0	2,096	590	151
Total	**4,860**	**2,429**	**2,431**	**58**	**0**	**4,918**	**1,113**	**1,376**

CONCLUSION

- The application of a 10% organic growth rate to current parking conditions; the addition of scenario 4 demand; the expansion of existing City Center tenants and development of the remaining 20,000 SF within the City Center results in an overall parking surplus of 1,376± spaces in the study area.

- While the total projected parking adequacy in the study area may be positive, there are localized parking improvements that should be considered for the purposes of improving the overall delivery of parking services and access to downtown.

- When Scenario 5 is combined with all other scenarios, overall parking surplus within the study area is significantly reduced. Walker cautions toward the underutilization of the Hotel Ramp, the Riverside Park Lot and the Riverside East Lot. The combination of these 3 parking parcels represent 596± parking spaces. Walker recommends maintaining the use of the Hotel Ramp solely for hotel and restaurant patrons. Employees should be directed to park elsewhere during peak activity periods. In addition, the Oshkosh Convention Center requires the use of 96± parking spaces to meet the projected parking demand for employees and conventioneers. The removal of these numbers from the available parking inventory in Zone G leaves 139± spaces in the Riverside Park Lot and 100% of the 166± spaces in the Riverside East Lot. When factoring in the use of these spaces remaining spaces to

accommodate the employee expansion parking needs of the City Center and the Daily Northwestern Building, the Public Off-Street supply reflects a surplus of ±78 spaces. These ±78 spaces may be found within the Riverside East surface lot.

- Options for addressing future parking needs are presented in the following section.

A comparative summary of the future parking adequacy by scenario is presented in the following exhibit.

Exhibit 38: Summary of Future Parking Adequacy by Scenario

Future Parking Assumptions	Future Parking Planning Scenarios 1	2	3	4	5
BASE PARKING DEMAND					
Current Parking Conditions "As Is"	x	x	x	x	x
Organic Growth in Parking Demand (10%)		x	x	x	x
CHANGES TO CURRENT PARKING SUPPLY					
Addition of Anchor Bank Parcel		x	x	x	x
Addition of Daily Northwestern surface lot				x	x
NEW PARKING DEMAND					
Historic Washington Building (105 Washington Ave.)		x	x	x	x
First National Bank Building (404 North Main)		x	x	x	x
Kline Building (217 North Main)			x	x	x
Daily Northwestern Building (224 State Street)				x	x
City Center Building (334 City Center)					x

FUTURE PARKING PLANNING SCENARIOS											
PROJECTED PARKING ADEQUACY											
			%		%		%		%		%
	Supply	1	Avail	2	Avail	3	Avail	4	Avail	5	Avail
Zone A	208	68	33%	54	26%	54	26%	54	26%	54	26%
Zone B	612	455	74%	439	72%	439	72%	439	72%	439	72%
Zone C	643	247	38%	229	36%	229	36%	229	36%	229	36%
Zone D	274	223	81%	218	80%	115	42%	115	42%	115	42%
Zone E	247	148	60%	138	56%	138	56%	138	56%	138	56%
Zone F	780	549	70%	453	58%	453	58%	327	42%	249	32%
Zone G	2096	741	35%	294	14%	294	14%	294	14%	151	7%
TOTAL SURPLUS (DEFICIT)	**4860**	**2,431**	50%	**1,825**	38%	**1,722**	35%	**1,596**	33%	**1,376**	28%

Scenarios defined by the City of Oshkosh

POLICIES, PRACTICES AND OPPORTUNITIES FOR IMPROVEMENT

Prior to building any new public parking in downtown Oshkosh, Walker recommends the City consider changes to current policies and practices. The proposed changes are intended to help improve the overall delivery of parking services. These recommendations are based on input from stakeholders directly impacted by public parking policy and practices. In addition, the recommendations reflect Walker's analysis of current and future parking conditions, and assessment of current operations. The recommendations for the public parking system can be scaled to support the various needs of a growing and active downtown market. The recommendations are organized and presented in the following categories:

- Demand Management
- Brand and Sign Package Program
- Enforcement
- Planning
- Technology

1. DEMAND MANAGEMENT

There are areas within each zone that temporarily experience high levels of demand that strain local parking supply, while at the same time nearby areas experience a parking surplus. Even though available supply may exist within one or two blocks, these localized "hot spots" form perceptions that parking supply is inadequate. Often the solution includes a combination of improving access to the unoccupied public and private supply and long-term consideration for building more proximate supply. It is Walker's professional opinion that current parking challenges can be improved with a management solution that is foundational for a long-range plan that may include replacing and adding structured parking capacity. Many communities are rethinking how best to address the challenges of parking and pursuing management solutions before committing to a long-term capital investment. This course of action may improve perceptions and increase access to available supply. At the very least, management improvements can help the city mitigate future capital costs by maximizing the use of existing public resources.

The parking utilization data and market observations indicate that most patrons are parking for less than two hours and are most likely downtown visitors. The downtown employees are primarily parking in private lots and utilizing nearby on-street spaces unregulated by time limit policy. In areas where private parking is unavailable to the downtown employee, employers are purchasing permit parking in city owned and operated surface lots. For the most part, this allocation of demand aligns with the locations intended for each user group.

Walker takes exception to the use of the Jefferson lot, the Library lot, the Otter lot and the Division Street lot as locations for employee and residential permit parking. These four parking locations, limited by inventory and significant patron usage, should be designated for short-term parking only. As observed during peak weekday occupancy, each these four surface lots represented the highest level of usage (54% - 82%) of any city owned and operated lot.

In order to reduce the strain on the short-term parking lots, modifications could help position the Oshkosh Parking Utility to proactively address current and future parking concerns as well as support economic development. Walker recommends the City consider implementing a formal *Downtown Employee Parking Program* that provides options for long-term parking at different price points. To encourage participation in this program, it would be necessary for the City to market the associated benefits to the local businesses.

The employee parking program should offer economic choices that allow employees and employers to select long-term parking options that align with desired levels of convenience and desired price point. Walker likes the use of the 400 Block West surface lot and the Rec. Gym lot to accommodate long-term employee parking needs in the 400 and 500 blocks of North Main Street. Because the use of these parking locations remain limited by inventory, Walker believes a premium permit rate should be establish beyond the present $20 per month or the annual-discounted $210 per year. Employers and employees looking to pay less to park should be offered the $20 rate to park in the Riverside Park Lot and the Riverside East Lot.

Walker also recommends the City consider offering longer on-street time limits, up to eight hours, along select roadways where parking turnover is not required to support visitor parking demand. Such areas could be developed near the Court Street/Otter Avenue intersection and points along Ceape Avenue. This policy would offer an economic incentive to patrons, mitigate the risk of receiving a parking citation, and redistribute on-street demand away from congested areas.

EMPLOYEE PARKING STRATEGY

Walker identified two types of policy measures that can help achieve the broader policy goal of a Downtown Employee Parking Program. They can be divided simply between "push" and "pull" efforts applied to long-term parkers parked in spaces designated for visitors or in areas that are not intended for long-term parking, such as neighborhoods.

"Push" policies are focused directly on the behavior of drivers parked in the on-street spaces. They include time restrictions on parkers, pricing on-street parking spaces, and related measures used to enforce compliance of these policies and restrictions. "Pull" policies are essentially policies put in place in locations away from the on-street spaces, which encourage long-term parkers not to park in the coveted visitor spaces, or not park at all, but instead use other means to access the downtown, such as the Oshkosh Go Transit system. "Pull" policies may take the form of incentives to park in certain locations, such as relaxed or eliminated time limits and inexpensive or free parking.

"Push" policies tend to be punitive in nature while "pull" policies are incentives to change behavior. "Pull" policies attempt to make what initially may be an inconvenient choice into a more attractive choice. "Push" policies therefore address the issue at the source whereas "pull" policies tend to work in a more indirect fashion.

Because "push" policies are more targeted, they are nearly always more effective than "pull" policies though they require often more effort to implement. "Pull" policies are generally easier or more attractive to implement than "push" policies, primarily because they rely on incentives rather than punishment of drivers who do not follow the desired policies.

The most effective policies to improve parking system performance in the study area will combine "push" and "pull" policies. The strategic implementation of such policies is not only desirable, but often necessary in order to achieve the desired parking management goals.

Relocating long-term vehicles is a tool. Our goal is to make spaces available for customers and other visitors; not simply relocate vehicles parked in the long term. We therefore note that we are not necessarily focusing on all employee parkers with these policies.

2. BRANDING AND SIGN PACKAGE PROGRAM

All too often, municipalities struggle with the best way to communicate parking and transit regulations to the consumer. The most common, and typically cost-effective, approach to regulating both curbside and off-street parking has been through the use of aluminum signs mounted on U-channel poles. Use of this approach affords the opportunity to sign both individual spaces and groups of spaces by regulatory need at a manageable cost by the City. On the flip side, if a municipality isn't careful, a well-intended sign program can quickly become confusing to the user and strain a department's budget with constant maintenance and replacement costs.

Walker recommends the concept of branding public parking locations with attractive entry signs that display the owner's logo, street address, hours of operation, and contact information. Providing a standard look for public parking will greatly reduce first-time visitor and patron anxiety when determining suitable locations for short-term parking. In addition, parking locations reserved for employee parking will easily be identified, eliminating the need for further confusion and the potential for towing unauthorized vehicles.

To accommodate this recommendation, Walker recommends the City explore the development of a parking sign ordinance for both private and public parking lot owners to adhere. **Walker estimates an initial capital budget line item for the City to be in the range of $35K to $45K. (18 locations at approximately $2,000 per location)** Establishing similar criteria, to include items such as sign dimension, font and color, will create a unified and consistent look for the City of Oshkosh.

3. PARKING ENFORCEMENT

The perception of on-street parking ordinance enforcement is often negative. The manner in which enforcement is presented to the public is often the reason. Enforcement is seen as punitive, which in many cases it is, but that is not the only role. For this reason, Walker recommends that the City adopt a hospitality-based compliance program for the Downtown area as used successfully in many other cities across the United States. In addition to the hospitality oriented nature of the program, Parking Ambassadors are still required to enforce parking regulations.

The mission of a downtown Oshkosh Parking Compliance Program would be *to provide hospitality, tourism and public safety services to local citizens, businesses and visitors, in addition to enforcing parking regulations.* The Parking Ambassadors would be required to complete a multi-faceted training program in hospitality and customer service, emergency response and first aid, public transportation and City services. They should work directly with local stakeholders and serve as community advocates.

The primary goals of the program should be to promote the area, resolve concerns, deter criminal activity, and help make the downtown area a better, safer and friendlier place to live, visit, shop and conduct business. Parking Ambassadors should initiate personal contacts with the parking public (known as "touches"), issue more warnings and slightly fewer citations, and interact with visitors and citizens in a positive manner. The vision of the program is to help promote a progressive and dynamic downtown experience. The ambassadors may accomplish these goals while providing parking management by monitoring public safety, extending a helping hand in emergency situations, and calling on area merchants on a regular basis.

Beyond enforcing parking regulations, examples of appropriate behaviors of Parking Ambassadors are:

- To greet visitors and offer customer service
- To give a friendly face to many people's initial interaction with the City

- To give accurate directions to visitors and direct visitors to destinations
- To provide information and explain local traffic and parking regulations to seek voluntary compliance
- To distribute City brochures and maps
- To deter criminal activity by their presence

The program is envisioned to initially operate with two full-time ambassadors, and one part-time ambassador working 5 days per week (Monday – Friday) and as needed for special events in the evenings. Initially, the operating times would be business hours (9:00 am – 6:00 pm) however, depending on the success of such a program the hours could be extended into the evening due to the large demand placed on certain areas of downtown after normal business hours. It is important that the officer's uniforms be highly identifiable. The goal is for them to be identifiable and approachable in both how they look and act. **Walker estimates the City's cost per full-time employee with full benefits to be in the range of $16 to $18 per hour or approximately $33K to $37K per year. Part-time employees without benefits would be $11 to $12 per hour or $17K to $19K per year.**

4. PARKING PLANNING

There are areas of downtown Oshkosh that temporarily experience high levels of demand that strain local parking supply, while nearby areas experience a substantial parking surplus. Even though available supply may exist within one or two blocks, these localized challenges form perceptions that parking is inadequate. The community can either address the parking challenges by building more supply or better managing the existing resources or a measured combination of both. Many communities are rethinking how best to address the challenges of parking and are pursuing management solutions before committing to a long-term capital investments. This course of action is proven to improve perceptions and increase access to available supply.

The following exhibit provides an overview of how communities are starting to think about parking planning.

Exhibit 39: Community Approach to Parking Planning

Old Parking Paradigm	New Parking Paradigm
• "Parking Problem" means inadequate parking supply.	✓ There are many types of parking problems (management, pricing, enforcement, etc.)
• Abundant parking supply is always desirable.	✓ Too much supply is as harmful as too little. Public resources should be maximized and sized appropriately.
• Parking should be provided free, funded indirectly, through rents and taxes.	✓ Users should pay directly for parking facilities. A coordinated pricing system should value price parking with on-street the highest.
• Innovation faces a high burden of proof and should only be applied if proven and widely accepted.	✓ Innovations should be encouraged. Even unsuccessful experiments often provide useful information.
• Parking management is a last resort, to be applied only if increasing supply is infeasible.	✓ Parking management programs should be applied to prevent parking problems.

CONTINUOUS IMPROVEMENT MODEL

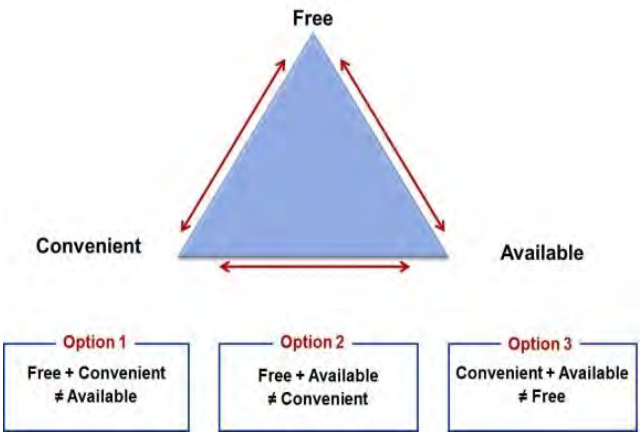
The City of Oshkosh should consider the implementation of a Continuous Improvement Model (CIM) for downtown parking. The primary objective of the model is to ensure that adequate supply of appropriately located parking is available to support the community and economic development needs. It is important to ensure that the parking needs of the many people who work and visit the downtown each day are being successfully addressed. The model uses the market data derived from this annual CIM analysis and tracks key performance measurements determined by the City. For example, categories to be tracked may include:

- Parking Inventory
- Peak Parking Occupancy
- Parking Adequacy
- Permit Rates
- Future Parking Needs
- Parking Satisfaction Survey
- ADA Compliance and Available Supply
- Annual Citations
- Citation Rates
- Annum Number of Parked Cars

PARKING PLANNING WORKSHOPS

Public parking is interwoven with many aspects of a vibrant downtown community. There are some community members who believe public parking should remain free of charge, and other that believe a public utility should charge market rates. Parking planning workshops, facilitated by City staff, provide an opportunity for community members with different viewpoints on parking to come together, learn, and help shape future parking plans. The placement of parking and budget concerns are two of the most examined parking-related topics.

Community members often learn that poorly thought out pricing policies can encourage overcrowding on-street and drivers circling during times of peak demand. The outcome is the result of on-street parking that is, at times, priced too cheaply in relation to parking in the public ramps. The artificially low price drives up demand for the type of parking that is already hardest to find, short-circuiting the free-market functionality that would otherwise allow people to make smart choices about where to park. The result includes the scarcity of underpriced on-street parking (near popular destinations), perceptions of inconvenience among potential shoppers, and an underutilization of public off-street ramps and lots. The exhibit to the right illustrates three outcomes from pricing strategies.



There is a resistance in some communities to charge for parking out of fear that the added cost will turn customers away. Our research has identified that customers are more concerned with availability and convenience than having to pay a nominal fee to park their car. A fee-based parking program serves as a management tool that aims to increase availability on-street, while offering lower-cost alternatives for long-term patrons. Parking challenges often arise from a community's desire to offer free, convenient and available parking at all times. The reality is that only two of the three objectives in the previous exhibit can be achieved simultaneously.

Walker encourages the City to facilitate annual community workshops on parking to help inform stakeholders of planning initiatives and improve parking policies. This annual process should be part of the Continuous Improvement Model for the Oshkosh Parking Utility.

5. TECHNOLOGY

Proven technology advancements in the parking industry can improve the patron experience and financial performance of a public parking system. Outcomes often include more efficient use of public assets, a higher level of customer service, and reduced direct labor costs.

As the City of Oshkosh considers options for promoting and supporting a healthy Parking Utility, Walker suggests the exploration of a paid parking environment. A paid parking environment may involve 100% of the parking inventory or, in the case of a demand management strategy, incorporate just the peak occupancy areas. Whichever the choice, Walker strongly encourages off-street parking be less expensive than on-street parking to maintain premium curbside access to local businesses.

In an effort to assist with the discussion on paid parking alternatives, the following list of options provide scalable technology improvements that align with strategic initiatives in other comparable cities.

1. Off-Street Lot Pricing with Parking Kiosk Revenue Controls

    a. Recommended Strategy: Price parking lots lower per hour than on-street parking to encourage long-term parking off-street and short-term parking on-street.

        With new kiosk equipment, consider implementing a graduated rate schedule that is appropriate for the local market, equitable to the patron, and supports the financial solvency of the public parking utility. Consider the same low rate for the first 2 hours and reach the daily maximum rate after 4 hours. For example:

        $1.00 for <2 hours

        $1.50 for 2-3 hours

        $2.00 for 3-4 hours

        $2.50 for 4+ hours

        Offer a lower evening and weekend rate. For example: $2.00 from 6:00 pm to 6:00 am Monday – Thursday; $2.00 from Fri 6:00 pm to Saturday 6:00 am; and Sundays free

2. Provide on-street multi-space kiosks with the following:

    a. Coin and credit card processing capabilities (Smart Meters)
    b. Cellular (preferred) or Wi-Fi connectivity
    c. Web-based back-end software system that can be accessed from any computer with internet capabilities and the ability to communicate counts (transaction by area, zone, location, street, block-face, etc.) to external systems (signage, website, 3rd party software application)
    d. Solar power option
    e. Real-time back-end system connectivity for operational management, support, maintenance, and reporting
    f. Payment Application Data Security Standard (PA-DSS) validated application (version 2.0 with a date for their 3.0 validation in 2015)
    g. Payment Card Industry Data Security Standard (PCI-DSS) certified compliant (version 2.0 with a date for their 3.0 validation in 2015)

3. Offer validations to local businesses – enable downtown merchants to offer free parking to their customers, and help promote off-street parking options.

    a. Limit the types of validation offered. Maintain a simple validation program to avoid confusion and audit challenges. Avoid providing specific businesses with discounts on validation charges or free validations as this practice can present audit challenges, revenue loss, and be difficult to manage

4. Offer Mobile Payment Application

    a. Implement a mobile payment option for downtown Oshkosh on-street parking that includes:

        i. Website, app, phone, and SMS options – mobile payment applications offer a fast and inexpensive way to implement credit card option in the field

    b. Pass the transaction fee on to the consumer as a convenience fee ($.25 - $.35 / trans added on to total fee)
    c. Consider a pilot program or trial implementation to be paid for by the vendor of choice

        i. Install the on-street meter equipment in a highly visible section of Main Street, Commerce Street or within the Jefferson lot and proactively measure and report the results of the pilot program
        ii. Market the solution, working with the vendor to refine and promote the payment option
        iii. Allocate staff "ambassadors" to patrol the trial location and promote / assist with the new payment option

    d. Ensure Payment Application Data Security Standard (PA-DSS) validated application (version 2.0 with a date for their 3.0 validation in 2015)
    e. Ensure Payment Card Industry Data Security Standard (PCI-DSS) certified compliant (version 2.0 with a date for their 3.0 validation in 2015)

5. Implement Website Improvements

    a. Improve the interactive parking map to display all public parking locations, hours of operation, costs to park, and citation fees - consider occupancy counts and availability as part of the interactive map
    b. Integrate online citation payment option (offered now)
    c. Integrate online citation appeals
    d. Offer online permit purchasing
    e. Prepare and provide online access to Annual Public Parking Report that communicates Parking Utility mission and goals, operating and financial figures, current policies, and future plans

f. Leverage social media presence to announce special event parking plans, policy changes, marketing promotions, and gather feedback from the public – connect Oshkosh Public Parking with downtown stakeholders

ALTERNATIVE ANALYSIS

PROPOSED PARKING RAMP SITES

Walker has identified four potential sites for the construction of a multi-story ramp. The sites are listed in no particular order on the map below and have been identified based on their central location to the downtown area and their ability to satisfy the demand needs identified in nearby zones. Three of the sites identified are located on City owned land, where surface parking inventory exists today. The fourth site requires the purchase and demolition of any existing privately-owned building coupled with land acquisition costs.

1. **High Avenue surface lot** – Development of this 99-spaced surface lot would support the expansion needs of the City Center tenants, both today and in the future should the City Center expand the third floor above the 4Imprint tenant space. The development of this site would also serve the Grand Opera House patron parking needs.

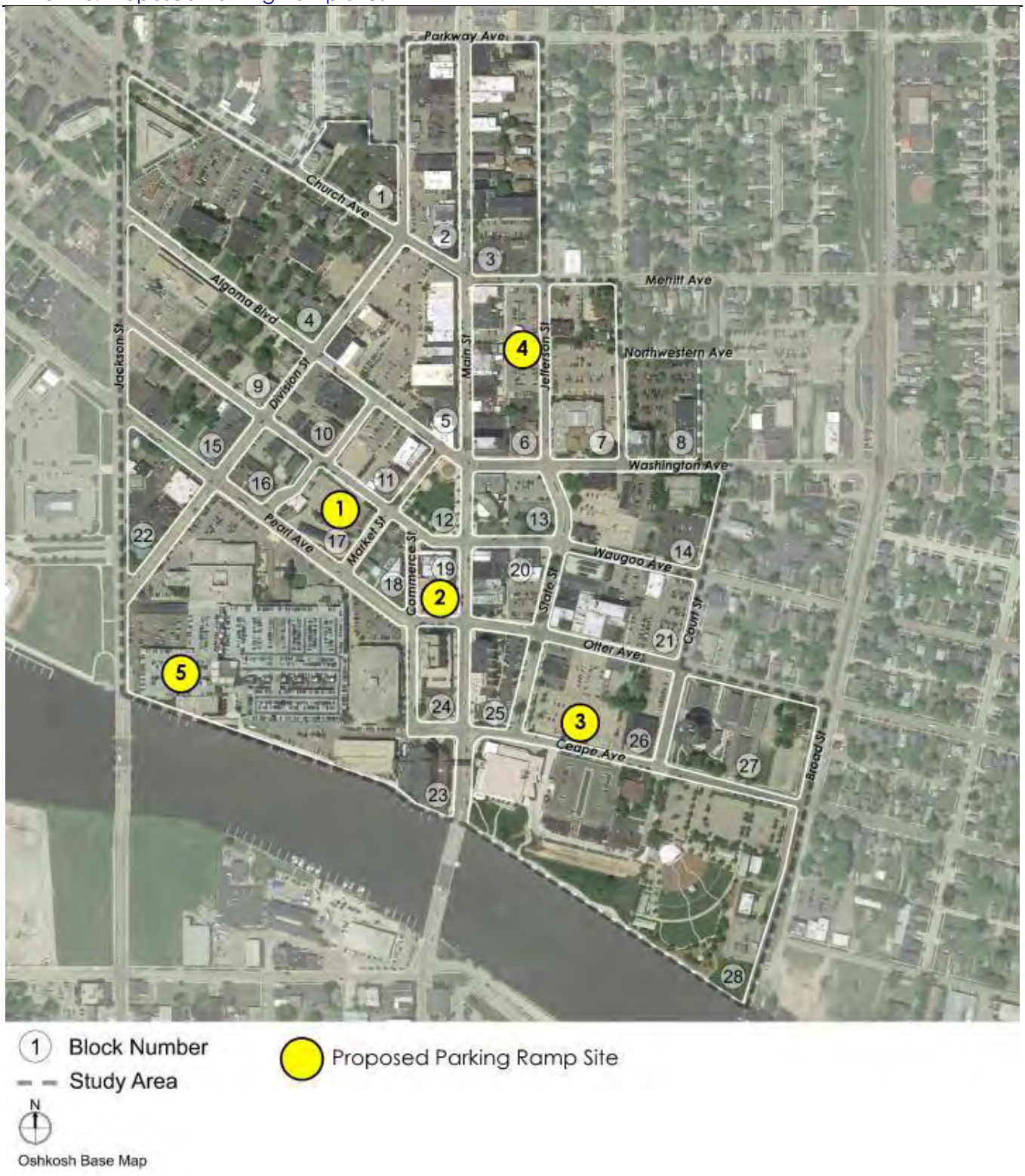
2. **Kline Building –** Most likely the most expensive site to develop into a parking ramp, however the most practical to serve the parking demands from all zones within the study area. With its central location to downtown, this location would support the "park once" campaign suggesting a central location for all visitors to park and walk just two blocks to most destinations in downtown.

3. **Ceape surface lot –** Similar to the High Avenue surface lot, this site would serve the downtown office tenant expansion and meet the seasonal, special event parking demand specific to destinations in Zone G. During non-special event seasons, this ramp would serve nothing more than daytime office parking inventory.

4. **Jefferson Street surface lot –** Solely for the benefit of Main Street destinations in the 400 and 500 block of North Main, this location would meet the short-term visitor demands in the downtown area as well as offer an overnight parking options for nearby residents. Walker believes the location of this site would not benefit office tenant expansion nearly as significant as the other sites.

5. **City Center parking ramp expansion –** Upon meeting with City Center management staff, Walker learned the City Center parking ramp has the capability of adding construction for approximately ±90 parking stalls. The additional spaces would be gained by extending the 3rd floor parking level over the existing uncovered 2nd floor parking level.

Exhibit 40: Proposed Parking Ramp Sites



FINANCIAL CONSIDERATIONS

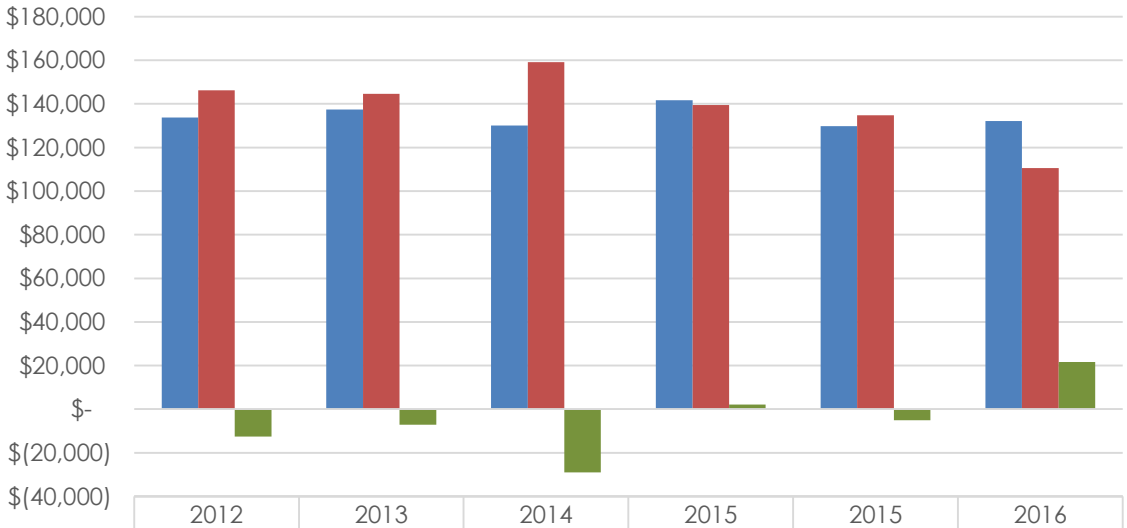
The following section provides analysis of the Parking Utility Fund and identifies opportunities for improving the financial solvency of the Fund.

PARKING UTILITY FUND

The Parking Utility Fund is an enterprise fund that is intended to maintain financial solvency and not require financial subsidy from the City's General Fund. The Utility Fund does not collect any tax revenue to pay for operating expenditures and debt obligations. Sources of revenue collected by the Fund include the sale of monthly and daily permits, parking citations, and rental fees. Annual operating expenditures include costs associated with direct and indirect labor, contractual services, utilities, materials and supplies.

The historical financial performance of the Parking Utility Fund is presented in the following exhibit.

Exhibit 41: Parking Utility Fund – Historical Performance



	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2015 Estimated	2016 Budget
Revenue	$133,719	$137,453	$130,082	$141,600	$129,800	$132,100
Expenditures	$146,223	$144,564	$159,037	$139,500	$134,800	$110,500
Net Income	(12,504)	(7,111)	(28,955)	2,100	(5,000)	21,600

Source: City of Oshkosh, Wisconsin

The Utility Fund historically receives financial assistance from the General Fund when revenue collected for parking services are insufficient to pay for associated expenditures.

SOURCES AND USES OF FUNDS

Exhibit 42: Sources and Uses of Funds

Revenues	Actual 2012	Actual 2013	Actual 2014	Actual 2015	Estimated 2015	Budget 2016	Average	% of Total
Parking Stickers	$ 27,696	$ 51,275	$ 46,859	$ 62,000	$ 62,000	$ 62,000	$ 51,972	36%
Forfeitures	32,173	22,812	21,133	23,500	16,000	20,000	22,603	15%
Overnight Permits	14,224	25,443	20,414	19,000	19,000	19,000	19,514	13%
Parking Lot Rentals	41,653	18,910	16,799	14,000	12,000	10,300	18,944	13%
B.I.D. District	15,427	14,436	17,992	18,000	15,000	15,000	15,976	11%
Transfer from TIF 10 #5274	12,041	12,534	12,809	12,300	11,800	11,800	12,214	8%
Meter Fees & Pay Stations	2,546	4,577	6,885	5,100	5,800	5,800	5,118	3%
Total Revenue	$ 145,760	$ 149,987	$ 142,891	$ 153,900	$ 141,600	$ 143,900	$ 146,340	100%

Expenditures	Actual 2012	Actual 2013	Actual 2014	Actual 2015	Estimated 2015	Budget 2016	Average	% of Total
Payroll - Direct Labor	$ 34,380	$ 35,861	$ 36,429	$ 36,100	$ 36,200	$ 37,400	$ 36,062	24%
Principal on Bank Loans #2270	48,667	48,667	55,876	33,200	27,800	600	35,802	24%
Contractual Services	32,449	27,050	29,996	30,300	30,200	30,500	30,083	20%
Payroll - Indirect Labor	18,855	19,491	22,906	25,800	25,800	26,900	23,292	15%
Utilities	16,409	18,321	20,320	20,700	20,700	21,300	19,625	13%
Interest on Bank Loans #6721	5,660	4,172	3,039	2,000	1,700	1,200	2,962	2%
Material & Supplies	1,088	2,768	2,512	2,900	3,400	3,600	2,711	2%
Fixed Charges	756	768	768	800	800	800	782	1%
Total Expenditures	$ 158,264	$ 157,098	$ 171,846	$ 151,800	$ 146,600	$ 122,300	$ 151,318	100%

Source: City of Oshkosh Department of Finance, 2015

OPPORTUNITIES TO IMPROVE FINANCIAL PERFORMANCE OF PARKING UTILITY FUND

The Parking Utility is designed to be a self-funded operating unit of the local government. However, the historical performance of the Utility Fund indicates an ongoing challenge to maintained financial solvency. This ongoing challenge reflects the local market conditions that exhibit a relatively low level of demand for public parking and a mostly free or low-price parking system. This operating model does not align with the financial objectives of the Parking Utility and arguably results in an inequitable system. As a result, the annual deficit is paid from the General Fund rather than directly by individuals who use the parking system.

PAID PARKING SYSTEM

The transition to a paid parking system would likely improve the financial performance of the Parking Utility. A paid parking system may include multi-space meters (MSM) located on- and off-street in the core downtown area of Oshkosh. Shown in the following two exhibits are financial projections that reflect a transition to a paid parking system with multi-space meter; on-street only; and on- and off-street combined.

Exhibit 43: On-Street Multi-Space Meters – Purchase/Revenue Analysis

# of Parking Spaces:	599	
Meter to Space Ratio	15	:1
# of Multi-Space Meters:	40	
Hours of Operation: i.e. 8:00 AM - 6:00 PM	10	Hours/Day
Days of Operation: i.e. Monday-Friday minus 10 holidays:	250	Days/Year
Occupancy: Average of (23% = 2.5) hours/day pd. parking:	23%	
Estimated cost per multi-space meter, installed:	$10,000	
Monthly Mgmt/Comm fees per meter, per month:	$50	

PURCHASE/REVENUE ANALYSIS	**Hourly Rate**	**Hourly Rate**
	$0.50	**$0.75**
Estimated Daily Revenue Per Parking Space	$1.15	$1.73
Annual Revenue Per Parking Space	$288	$431
Total Annual Revenue Projection	$172,213	$258,319
Estimated Machine Cost (Installed)	$399,333	$399,333.33
Spare Parts (3% of Machine Cost)	$11,980	$11,980
Estimated MSM Signage, installed (2@$150 per MSM)	$11,980	$11,980
Estimated Marketing Costs for MSM Program	$30,000	$30,000
Total MSM Implementation Cost	**$453,293**	**$453,293**
Payback Period (# of Months)	32	21
Annual Mgmt. Fees	$23,960	$23,960
Labor to maintain repair and collect revenue (2 FTE @ $35K each)	$70,000	$70,000
Annual CC Processing Fees (i.e. 50% of Revenue x 10%)	$8,611	$12,916
Annual Net after Mgmt. Fees	**$69,642**	**$151,443**
Five Year Net	-$105,084	$303,921
Ten Year Net	$243,125	$1,061,135
Ten Year Return on Investment	54%	234%

Source: Walker Parking Consultants 2015

Exhibit 44: On- and Off- Street Multi-Space Meters – Purchase/Revenue Analysis

# of Parking Spaces:	1,774	
Meter to Space Ratio	40	:1
# of Multi-Space Meters:	44	
Hours of Operation: i.e. 8:00 AM - 6:00 PM	10	Hours/Day
Days of Operation: i.e. Monday-Friday minus 10 holidays:	250	Days/Year
Occupancy: Average of (26% = 2.5) hours/day pd. parking:	26%	
Estimated cost per multi-space meter, installed:	$10,000	
Monthly Mgmt/Comm fees per meter, per month:	$50	

PURCHASE/REVENUE ANALYSIS	Hourly Rate $0.25	Hourly Rate $0.50
Estimated Daily Revenue Per Parking Space	$0.65	$1.30
Annual Revenue Per Parking Space	$163	$325
Total Annual Revenue Projection	$288,275	$576,550
Estimated Machine Cost (Installed)	$443,500	$443,500
Spare Parts (3% of Machine Cost)	$13,305	$13,305
Estimated MSM Signage, installed (2@$150 per MSM)	$13,305	$13,305
Estimated Marketing Costs for MSM Program	$30,000	$30,000
Total MSM Implementation Cost	**$500,110**	**$500,110**
Payback Period (# of Months)	21	10
Annual Mgmt. Fees	$26,610	$26,610
Labor to maintain repair and collect revenue (2 FTE @ $35K each)	$70,000	$70,000
Annual CC Processing Fees (i.e. 50% of Revenue x 10%)	$14,414	$28,828
Annual Net after Mgmt. Fees	**$177,251**	**$451,113**
Five Year Net	$386,146	$1,755,453
Ten Year Net	$1,272,403	$4,011,015
Ten Year Return on Investment	254%	802%

Source: Walker Parking Consultants 2015

For comparison, three (3) financial pro forma statements are shown that reflect Case 1: Current Utility Fund; Case 2: On-Street Pricing Strategy; and Case 3: On- and Off-Street Pricing Strategy. Pro forma results and assumptions are presented in the following three exhibits.

Exhibit 45: Case 1: Current Parking Utility Fund

City of Oshkosh Parking Utility Fund	2016 Budget	2017E	2018E	2019E	2020E
OPERATING REVENUE					
Parking Stickers	$ 62,000	$ 64,000	$ 66,000	$ 68,000	$ 70,000
Forfeitures	20,000	21,000	22,000	23,000	24,000
Overnight Permits	19,000	20,000	21,000	22,000	23,000
Parking Lot Rentals	10,300	11,000	11,000	11,000	11,000
B.I.D. District	15,000	15,000	15,000	15,000	15,000
Transfer from TIF 10 #5274	11,800	12,000	12,000	12,000	12,000
Meter Fees & Pay Stations	5,800	6,000	6,000	6,000	6,000
Total Potential Gross Revenue (PGR)	**$ 143,900**	**$ 149,000**	**$ 153,000**	**$ 157,000**	**$ 161,000**
Total Gross Revenue per Space	*61*	*63*	*64*	*66*	*68*
OPERATING EXPENSE					
Payroll - Direct Labor	37,400	$ 39,000	$ 40,000	$ 41,000	$ 42,000
Principal on Bank Loans #2270	600	1,000	1,000	1,000	1,000
Contractual Services	30,500	31,000	32,000	33,000	34,000
Payroll - Indirect Labor	26,900	28,000	29,000	30,000	31,000
Utilities	21,300	22,000	23,000	24,000	25,000
Interest on Bank Loans #6721	1,200	1,000	1,000	1,000	1,000
Material & Supplies	3,600	4,000	4,000	4,000	4,000
Fixed Charges	800	1,000	1,000	1,000	1,000
TOTAL OPERATING EXPENSES (OPEX)	**$ 122,300**	**$ 127,000**	**$ 131,000**	**$ 135,000**	**$ 139,000**
Total OPEX per Space	*52*	*54*	*55*	*57*	*59*
NET OPERATING INCOME BEFORE REPAIRS & REPLACEMENT	**21,600**	**22,000**	**22,000**	**22,000**	**22,000**
Structural Repairs & Replacement (CAPEX Reserve Fund)	-	-	-	-	-
Estimated Net Operating Income	**$ 21,600**	**$ 22,000**	**$ 22,000**	**$ 22,000**	**$ 22,000**

CONCEPTUAL ESTIMATE OF ANNUAL DEBT SERVICE						
Principal Amount for New Parking Ramp (400± Spaces)	$	7,200,000				
Term		20				
Rate		4%				
Average Annual PMT	$	*529,789*	$ *529,789*	$ *529,789*	$ *529,789*	$ *529,789*
Surplus / (Deficit)	**$**	**(508,189)**	**$ (507,789)**	**$ (507,789)**	**$ (507,789)**	**$ (507,789)**
Estimated Annual Debt Coverage Ratio		0.04	0.04	0.04	0.04	0.04

Average Net Operating Income	**$**	**22,000**
Assumed Debt Coverage Ratio		1.20
New Annual NOI Available for Payment (PMT)	$	18,333
Tax-Free Bond Coupon Rate (I)		4.00%
Amortization Period (n)		20
Annual PMT		$1.00
Present Value Factor (PV of $1.00 Annual PMT, 20 yr.)		$13.59
Amortizable Principle Amount (PMT x PV Factor)	**$**	**249,156**
Rounded	**$**	**249,000**
Conceptual Estimate of Project Cost	**$**	**7,200,000**
Projected Funding Surplus / (Deficit)	**$**	**(6,951,000)**

Summary

Financially insolvent Parking Utility Fund that requires an annual subsidy from BID and TIF

Sufficient Net Operating Income to Support Future Parking Improvements

Source: Walker Parking Consultants 2015

Exhibit 46: Case 2: On-Street Pricing Strategy ($0.50/Hour)

City of Oshkosh Parking Utility Fund	2016 Budget	2017E	2018E	2019E	2020E
OPERATING REVENUE					
Parking Stickers	$ 62,000	$ 64,000	$ 66,000	$ 68,000	$ 70,000
Forfeitures	20,000	21,000	22,000	23,000	24,000
Overnight Permits	19,000	20,000	21,000	22,000	23,000
Parking Lot Rentals	10,300	11,000	11,000	11,000	11,000
B.I.D. District	15,000	15,000	15,000	15,000	15,000
Transfer from TIF 10 #5274	11,800	12,000	12,000	12,000	12,000
Meter Fees & Pay Stations	5,800	172,000	177,000	182,000	187,000
Total Potential Gross Revenue (PGR)	**$ 143,900**	**$ 315,000**	**$ 324,000**	**$ 333,000**	**$ 342,000**
Total Gross Revenue per Space	*61*	*133*	*137*	*140*	*144*
OPERATING EXPENSE					
Payroll - Direct Labor	37,400	$ 109,000	$ 112,000	$ 115,000	$ 118,000
Principal on Bank Loans #2270	600	1,000	1,000	1,000	1,000
Contractual Services	30,500	63,571	65,000	67,000	69,000
Payroll - Indirect Labor	26,900	28,000	29,000	30,000	31,000
Utilities	21,300	22,000	23,000	24,000	25,000
Interest on Bank Loans #6721	1,200	1,000	1,000	1,000	1,000
Material & Supplies	3,600	4,000	4,000	4,000	4,000
Fixed Charges	800	1,000	1,000	1,000	1,000
TOTAL OPERATING EXPENSES (OPEX)	**$ 122,300**	**$ 229,571**	**$ 236,000**	**$ 243,000**	**$ 250,000**
Total OPEX per Space	*52*	*97*	*99*	*102*	*105*
NET OPERATING INCOME BEFORE REPAIRS & REPLACEMENT	**21,600**	**85,429**	**88,000**	**90,000**	**92,000**
Structural Repairs & Replacement (CAPEX Reserve Fund)	-	-	-	-	-
Estimated Net Operating Income	**$ 21,600**	**$ 85,429**	**$ 88,000**	**$ 90,000**	**$ 92,000**

CONCEPTUAL ESTIMATE OF ANNUAL DEBT SERVICE						
Principal Amount for New Parking MSM Units (40 Units)	$ 453,293					
Term	10					
Rate	4%					
Average Annual PMT	$ 55,887	$ 55,887	$ 55,887	$ 55,887	$ 55,887	
Surplus / (Deficit)	**$ (34,287)**	**$ 29,542**	**$ 32,113**	**$ 34,113**	**$ 36,113**	
Estimated Annual Debt Coverage Ratio	0.39	1.53	1.57	1.61	1.65	
Average Net Operating Income	**$ 88,857**					
Assumed Debt Coverage Ratio	1.20					
New Annual NOI Available for Payment (PMT)	$ 74,048					
Tax-Free Bond Coupon Rate (I)	4.00%					
Amortization Period (n)	10					
Annual PMT	$1.00					
Present Value Factor (PV of $1.00 Annual PMT, 20 yr.)	$8.11					
Amortizable Principle Amount (PMT x PV Factor)	**$ 600,594**					
Rounded	**$ 601,000**					
Conceptual Estimate of Project Cost	**$ 453,293**					
Projected Funding Surplus / (Deficit)	**$ 147,707**					

Summary

Financially Solvent Parking Utility Fund

No Subsidy from BID or TIF

Sufficient Net Operating Income to Support Future Parking Improvements

Source: Walker Parking Consultants 2015

Exhibit 47: Case 3: On-Street ($0.50/Hour) and Off-Street ($0.25/Hour) Pricing Strategy

City of Oshkosh Parking Utility Fund	2016 Budget	2017E	2018E	2019E	2020E
OPERATING REVENUE					
Parking Stickers	$ 62,000	$ 64,000	$ 66,000	$ 68,000	$ 70,000
Forfeitures	20,000	21,000	22,000	23,000	24,000
Overnight Permits	19,000	20,000	21,000	22,000	23,000
Parking Lot Rentals	10,300	11,000	11,000	11,000	11,000
B.I.D. District	15,000	-	-	-	-
Transfer from TIF 10 #5274	11,800	-	-	-	-
Meter Fees & Pay Stations	5,800	834,869	860,000	886,000	913,000
Total Potential Gross Revenue (PGR)	**$ 143,900**	**$ 950,869**	**$ 980,000**	**$ 1,010,000**	**$ 1,041,000**
Total Gross Revenue per Space	*61*	*401*	*413*	*426*	*439*
OPERATING EXPENSE					
Payroll - Direct Labor	37,400	$ 109,000	$ 112,000	$ 115,000	$ 118,000
Principal on Bank Loans #2270	600	1,000	1,000	1,000	1,000
Contractual Services	30,500	123,313	127,000	131,000	135,000
Payroll - Indirect Labor	26,900	28,000	29,000	30,000	31,000
Utilities	21,300	22,000	23,000	24,000	25,000
Interest on Bank Loans #6721	1,200	1,000	1,000	1,000	1,000
Material & Supplies	3,600	4,000	4,000	4,000	4,000
Fixed Charges	800	1,000	1,000	1,000	1,000
TOTAL OPERATING EXPENSES (OPEX)	**$ 122,300**	**$ 289,313**	**$ 298,000**	**$ 307,000**	**$ 316,000**
Total OPEX per Space	*52*	*122*	*126*	*129*	*133*
NET OPERATING INCOME BEFORE REPAIRS & REPLACEMENT	**21,600**	**661,555**	**682,000**	**703,000**	**725,000**
Structural Repairs & Replacement (CAPEX Reserve Fund)	-	-	-	-	-
Estimated Net Operating Income	**$ 21,600**	**$ 661,555**	**$ 682,000**	**$ 703,000**	**$ 725,000**

CONCEPTUAL ESTIMATE OF ANNUAL DEBT SERVICE						
Principal Amount for New Parking MSM Units (84 Units)	$	953,403				
Term		10				
Rate		4%				
Average Annual PMT	$	117,546	$ 117,546	$ 117,546	$ 117,546	$ 117,546
Surplus / (Deficit)	**$**	**(95,946)**	**$ 544,009**	**$ 564,454**	**$ 585,454**	**$ 607,454**
Estimated Annual Debt Coverage Ratio		0.18	5.63	5.80	5.98	6.17

Average Net Operating Income	**$**	**692,889**
Assumed Debt Coverage Ratio		1.10
New Annual NOI Available for Payment (PMT)	$	629,899
Tax-Free Bond Coupon Rate (I)		4.00%
Amortization Period (n)		10
Annual PMT		$1.00
Present Value Factor (PV of $1.00 Annual PMT, 20 yr.)		$8.11
Amortizable Principle Amount (PMT x PV Factor)	**$**	**5,109,045**
Rounded	**$**	**5,109,000**
Conceptual Estimate of Project Cost	**$**	**953,403**
Projected Funding Surplus / (Deficit)	**$**	**4,155,597**

Summary

Financially Solvent Parking Utility Fund

No Subsidy from BID or TIF

Sufficient Net Operating Income to Support Future Parking Improvements

Source: Walker Parking Consultants 2015

CONCEPTUAL ESTIMATE OF PROBABLE COST

Walker understands that future parking improvements in the study area may be developed as a stand-alone parking ramp or incorporated with the design of a future mixed-use building. A parking facility that is built into a project as either the upper or lower floors of that development, compared to a stand-alone parking facility, requires in most cases that the garage use short-span construction. Short-span construction uses an increased number of columns to support the weight of the structural elements above it. In short-span construction, the column grid is roughly 30 feet on center. The efficiencies of short-span construction are less than long-span construction because of the column projections that interfere with the parking layout. A typical short-span construction garage has an efficiency in the range of 400-450 square feet per space, depending upon the geometrics of the footprint. If the ramp is a stand-alone structure, the columns can be located at the front of the parking stalls so that there are no column projections; this is long-span construction. The efficiency of the garage can be increased to an approximate range of 315 to 350 square feet per space, depending upon the geometrics of the footprint. The increase in efficiency is due to the ability to increase the number of parking spaces inside the same footprint.

The cost of parking ramps vary greatly based on site location, architectural features, sustainability features, and whether the facility is above or below-grade. A reasonable range for an above-grade, 400 – 500 space parking facility is $16,000 to $20,000 per space, assuming long-span construction. The cost per space can increase significantly when built below ground.

A reasonable conceptual estimate of project cost for a 400-space, above grade parking ramp is $7.2 million ($18,000 per space, 400 spaces). The cost would increase if levels are built below grade.

Many communities recognize that parking structures can be architecturally appealing and enhance a downtown area. If the City decides to build a new parking ramp, Walker recommends the City consider design options that reflect community preferences.

OPERATING COST

Walker's 2014 research indicates actual operating expenses that range from $300 to over $1,000 per space annually. The operating costs are lower at facilities that do not maintain revenue and access controls, and have limited hours of operation. Conversely, operating costs are higher at facilities that are staffed; monitor access to the property with revenue and access controls; and operate 24 hours, 7 days a week. A reasonable planning budget is $600 per space annually for a well maintained and part-time staffed parking facility. This includes labor, insurances, routine maintenance, utilizes, and supplies. For a 400-space parking ramp, the annual operating expenses are projected at approximately $240,000.

BREAKEVEN PRICING

The following exhibit provides a contextual reference of the revenue needed for a freestanding parking ramp to breakeven. If we assume a $17,000 to $18,000 range for cost per space and annual operating expense of $550 to $650 per space, the breakeven monthly income per space would range from $150 to $165. This table demonstrates why most municipal parking ramps are financed and operated as part of a larger fee-based parking system. The insolvent parking ramps are often subsidized by more profitable on-street parking or older assets in the portfolio that no longer have debt obligations. This approach allows for a municipality to charge fees that are below breakeven if lower market rates dictate.

Exhibit 48: Breakeven Considerations – Monthly Income Required to Breakeven

Cost per Space	Annual Operating Expense Per Space									
	$300	$350	$400	$450	$500	$550	$600	$650	$700	$750
$ 10,000	86	90	95	99	103	107	111	115	120	124
$ 11,000	92	97	101	105	109	113	117	122	126	130
$ 12,000	99	103	107	111	115	119	124	128	132	136
$ 13,000	105	109	113	117	121	126	130	134	138	142
$ 14,000	111	115	119	123	128	132	136	140	144	148
$ 15,000	117	121	125	129	134	138	142	146	150	154
$ 16,000	123	127	131	136	140	144	148	152	156	161
$ 17,000	129	133	138	142	146	**150**	**154**	**158**	163	167
$ 18,000	135	140	144	148	152	**156**	**160**	**165**	169	173
$ 19,000	142	146	150	154	158	162	167	171	175	179
$ 20,000	148	152	156	160	164	168	173	177	181	185
$ 21,000	154	158	162	166	170	175	179	183	187	191
$ 22,000	160	164	168	172	177	181	185	189	193	197

Assume 100% Financed, 20-Year Term, 4.0 Percent

The City of Oshkosh's current monthly permit rates are $20.00 and the total annual revenue per space collected by the Parking Utility from all revenue sources is approximately $61.

ANNUAL DEBT SERVICE

The current financial position of the Parking Utility is negative and requires a financial subsidy from non-parking related sources to breakeven. The Parking Utility would not qualify for financing as an independent utility fund. This is a function of the local volume of daily and monthly demand, current market parking rates, and current operating policies. A new debt obligation associated with a 400± space ramp requiring a $7,200,000 bond issuance would further cause the Parking Utility to be insolvent. The annual debt service payment is estimated at approximately $530,000.

STRUCTURAL REPAIR BUDGET

In addition to annual debt service and operating expenses, when considering the construction of a new parking ramp Walker highly recommends that future funds be set-aside on a regular basis to cover structural maintenance costs at a minimum of $60 per structured space annually, to be placed in a sinking fund. Once a sinking fund is established, contributions to this fund accumulate over time and are available to cover structural maintenance and structural repairs. Even the best designed and constructed parking facility requires structural maintenance. For example, expansion joints need to be replaced and concrete invariably deteriorates over time and needs to be repaired to ensure safety and to prevent further deterioration. The structural maintenance cost typically represents the largest portion of the total maintenance budget. Property owners tend to grossly underestimate the structural maintenance cost and do not budget adequately for timely corrective actions that must be performed to cost effectively extend the service life of the structure. The cost of structural maintenance is relatively small considering the potential waste of the improvements associated with the failure to perform proper maintenance on a timely basis.

The periodic structural maintenance includes items such as patching concrete spalls and delaminations in floor slabs, beams, columns, walls, etc. In many instance there are maintenance costs associated with the topping membranes, the routing and sealing of joints and cracks, and the expansion/construction joint repairs. The cost of these repairs can vary significantly from one structure to another. The factors that will impact the maintenance cost include, but are not limited to the value the owner places on the maintenance of the facility, the local climate, and the age of the structure.

STATEMENT OF LIMITING CONDITIONS

This report and conclusions are subject to the following limiting conditions:

1. This report is based on some assumptions that are outside the control of Walker Parking Consultants/Engineers, Inc. ("Walker") and/or our client. Therefore, Walker does not guarantee the results.

2. Projections, forecasts, and conclusions presented in this report are dependent on future events and future projects. Failure to complete these projects as described to Walker and within the timeframe represented to Walker will have a material impact on the accuracy of the conclusions of this study and report.

3. The results and conclusions presented in this report may be dependent on future assumptions regarding the local, national, or international economy. These assumptions and resultant conclusions may be invalid in the event of war, terrorism, economic recession, rationing, or other events that may cause a significant change in economic conditions.

4. Walker assumes no responsibility for any events or circumstances that take place or change subsequent to the date of our report.

5. All information, estimates, and opinions obtained from parties not employed by Walker, are assumed to be accurate. We assume no liability resulting from information presented by the client or client's representatives, or received from third-party sources.

6. This report is to be used in whole and not in part. None of the contents of this report may be reproduced or disseminated in any form for external use by anyone other than our client without our written permission.

7. The projections presented in the analysis assume responsible ownership and competent management. Any departure from this assumption may have a negative impact on the conclusions.

8. Computer models that use and generate precise numbers generate some of the figures and conclusions presented in this report. The use of seemingly exact numbers is not intended to suggest a level of accuracy that may not exist. A reasonable margin of error may be assumed regarding most numerical conclusions. Conversely, some numbers are rounded and as a result some conclusions may be subject to rounding errors. The model is intended to offer order of magnitude estimates. This analysis is not intended to be used for financing purposes.

9. This report was prepared by Walker Parking Consultants, Inc. All opinions, recommendations, and conclusions expressed during the course of this assignment are rendered by the staff of Walker Parking Consultants as employees, rather than as individuals.

10. The financial projections presented in this report are intended for internal planning purposes and are not intended for the purpose of obtaining third-party financing.